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**Preparations for the Eleventh United Nations Congress on
Crime Prevention and Criminal Justice**

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 57/171 of 18 December 2002, entitled "Preparations for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice", in which the Assembly requested the Secretary-General to ensure the proper follow-up to the resolution and to report thereon to the Assembly through the Commission on Crime Prevention and Criminal Justice at its twelfth session. Accordingly, the report highlights the views of Member States, relevant specialized agencies and other entities of the United Nations system, intergovernmental and non-governmental organizations and other bodies and the institutes of the United Nations Crime Prevention and Criminal Justice Programme network on the agenda items and workshop topics for the Eleventh Congress. The report also highlights the organizational arrangements for the Congress, followed by a summary of the proceedings and action taken by the Commission at its twelfth session on the preparations for the Congress.

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I. Introduction

1. In its resolution 57/171 of 18 December 2002, the General Assembly took note of the report of the Commission on Crime Prevention and Criminal Justice on its eleventh session¹ and of its discussion on the preparations for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice;² and decided that the main theme of the Eleventh Congress should be "Synergies and responses: strategic alliances in crime prevention and criminal justice".

2. With respect to the topics for discussion during the plenary session of the Eleventh Congress, the Assembly suggested four main topics (see below) and noted that Member States might refine those topics and propose additional topics at future intersessional meetings of the Commission for finalization at its twelfth session:

- (a) Effective measures against transnational organized crime;
- (b) Corruption: threats and trends in the twenty-first century;
- (c) Economic and financial crimes: challenges to sustainable development;
- (d) Making standards work: fifty years of standard-setting in crime prevention and criminal justice.

3. In its resolution 57/171, the Assembly also suggested that the following issues should be considered by workshops within the framework of the Eleventh Congress, and noted that Member States might refine those issues and propose additional workshop topics at future intersessional meetings of the Commission for finalization at its twelfth session:

- (a) Measures to combat economic crime: the role of the private sector;
- (b) Cross-border law enforcement cooperation;
- (c) Human rights in criminal justice;
- (d) Restorative justice: community involvement, diversion and other alternative measures;
- (e) Links between transnational organized crime and terrorism;
- (f) Measures to combat high-technology and computer-related crime;
- (g) Measures to combat money-laundering;
- (h) Combating corruption;
- (i) Crime prevention strategies for youth at risk;
- (j) Current practices in and ways of overcoming obstacles to extradition.

4. In the same resolution, the Assembly reiterated its request to the Secretary-General to provide the Centre for International Crime Prevention of the United Nations Office on Drugs and Crime³ of the Secretariat with the necessary resources, within the overall appropriations of the programme budget for the biennium 2002-2003, for the preparations for the Eleventh Congress and to ensure that adequate resources were provided in the programme budget for the biennium 2004-2005 to support the holding of the Congress; requested the Commission, at its twelfth session, to finalize the programme for the Eleventh Congress and to make its

final recommendations, through the Economic and Social Council, to the Assembly; and requested the Secretary-General to ensure the proper follow-up to the resolution and to report thereon to the Assembly through the Commission at its twelfth session.

5. At its twelfth session, the Commission on Crime Prevention and Criminal Justice discussed the preparations for the Eleventh Congress and concluded its deliberation by recommending to the General Assembly for approval the provisional agenda for the Congress, as well as proposals on other substantive organizational matters.

6. The present report is submitted to the General Assembly pursuant to resolution 57/171.

II. Views of Member States on the agenda items and workshop topics for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice

7. The General Assembly may recall that the Secretary-General, in his report on preparations for the Eleventh Congress (A/57/154), provided a summary of the various proposals made by the responding Member States and other entities on the substantive agenda items and workshop topics. What follows should be read in conjunction with those proposals. A summary of the additional views of the Governments of Argentina, Bolivia, Bosnia and Herzegovina, Brazil, Colombia, Croatia, Ecuador, Japan, Oman, Pakistan, Qatar, Saudi Arabia, Turkey and Venezuela is presented below on the possible agenda items and workshop topics to be considered by the Eleventh Congress.

A. Agenda items

8. Argentina proposed the inclusion of the topic "Prevention of urban crime: new challenges" for discussion in the plenary session of the Eleventh Congress. Under that item, Argentina suggested that the following specific issues could be considered: (a) lessons learned in preventing urban crime and evaluating prevention strategies and public security policies; (b) functions, limits and the role of private security services in the context of crime prevention security policies; (c) strategies to prevent kidnapping and the connections between kidnapping and national and transnational organized crime; (d) discussion of the "no pay" strategy and the possible contribution of the private sector (for example, private security agencies, hostage negotiators and international insurance companies) to reducing kidnapping; (e) prevention of auto theft, motor vehicles being the main instrument, along with firearms, used in crimes of robbery with violence and the source of a black market in stolen vehicles, parts and components and the object of insurance fraud; (f) small arms: useful and effective strategies for civilian firearm disarmament; (g) prevention strategies to reduce the number of law enforcement officers killed; and (h) design and establishment of an international criminal violence index to measure trends in crime.

9. Bolivia recommended that the Eleventh Congress place emphasis on the analysis of the causes of corruption and the solutions proposed to combat that

scourge. Bolivia also recommended that the Eleventh Congress take account of factors relating to the prevention of economic and financial crimes and relevant cooperation among Member States, considering the significant impact that those crimes had on state resources, especially in poor countries.

10. Bosnia and Herzegovina proposed the inclusion of the topic "Abuse of chemical technologies in illicit drug production".

11. Brazil expressed its support for the topic "Effective measures against transnational organized crime", but suggested the inclusion of a sub-item on international trafficking in arms under that topic. Brazil recommended the inclusion of a new item on criminalization and penalization with emphasis on drug control policy. It also supported the inclusion of a sub-item on the role of the police in crime prevention and control, under the item "Making standards work: fifty years of standard-setting in crime prevention and criminal justice".

12. Colombia was of the view that "Effective measures against transnational organized crime" should be one of the priority topics for discussion during the plenary session of the Eleventh Congress and recommended that the following sub-items should be discussed under that topic: international crime concerned with trafficking in substances that cause physical and psychological dependence; transnational crime concerned with trafficking in persons; international crime concerned with trafficking in firearms; and conclusion, between Member States, of agreements on cooperation in criminal matters in connection with the search for suspects, extradition, freezing of assets and seizure of unlawfully acquired property. Colombia was of the view that corruption was a priority topic that required greater attention through study and through the adoption of joint measures by States to prevent and combat it.

13. Croatia was of the opinion that a major topic such as suppression of terrorism should be included as an agenda item of the Eleventh Congress. Croatia also suggested that the issue of terrorism could be considered within the framework of the Global Programme against Terrorism with a view to efficiently promoting the activities of the Centre for International Crime Prevention.

14. Qatar proposed the inclusion of the issues "Terrorism: its definitions and trends in the light of the new developments in the international scene" and "Means of cooperation between nations in combating terrorism".

15. Turkey proposed the inclusion of the topic "Effective measures against terrorism".

16. Venezuela supported the inclusion of the four agenda items listed in resolution 57/171 for the plenary sessions: (a) effective measures against transnational organized crime; (b) corruption: threats and trends in the twenty-first century; (c) economic and financial crimes: challenges to sustainable development; and (d) making standards work: fifty years of standard-setting in crime prevention and criminal justice. In that connection, Venezuela underlined the reasons behind supporting the above-mentioned four items, noting that the term "transnational organized crime" referred to criminal activity that extended beyond national borders, thus violating the respective laws of States. It involved activities carried out by structured groups, classified as "serious crimes" aiming at obtaining profit and/or political influence. Transnational organized crime included drug trafficking.

arms smuggling, exploitation of prostitution, kidnapping for the purposes of extortion, extortion through the provision of protection of business, trading in goods on the black market, money-laundering and encouraging and inciting corruption. Organized crime exploited the advantages and opportunities of globalization, causing international concern and constituting a real danger to regional and global stability. In view of the significant increase in organized crime and the practical difficulties frequently experienced in obtaining evidence, proof or any information about an offence, fighting the phenomenon would be a priority for consideration by the Eleventh Congress.

17. Venezuela was of the view that corruption was a phenomenon affecting all aspects of social structure and creating distortions not only in economic entities but also in the very planning of public policy, which could impede the social and economic development of States and thus have serious consequences on governance. It undermined the legitimacy of public institutions and damaged society, moral order and justice. There was a need to achieve maximum effectiveness in reducing the very high levels of impunity associated with corruption. There was also a need to evaluate and analyse threats, trends and new forms of corruption, to strengthen democratic institutions and to prevent economic distortions, misconduct in public office and the decline of social stability.

18. Venezuela also noted that modern societies were experiencing an increase in traditional property-related offences and in particular the emergence of new forms of economic crime. As economic interaction and technological innovations moved at an ever faster pace, this resulted in criminogenic factors giving rise to new forms of criminality. Consequently it would be essential to share information, harmonize legislation and increase vigilance with regard to organized crime and its economic ramifications. In that connection, international cooperation would be vital in investigating and prosecuting economic and financial crimes, as well as the creation of appropriate mechanisms to combat them.

19. Venezuela expressed the view that it would be desirable and timely to conduct a review or a survey of all existing international law related to crime prevention and criminal justice, approaching it firstly as a means of assessing the status of ratification of international instruments, with a view to encouraging those countries which had not yet signed to do so and secondly as a gauge of the impact of such instruments on the prevention and punishment of crime.

B. Topics for the workshops

20. Bolivia proposed that the workshop topics should be considered in the following order of priority: (a) human rights in criminal justice; (b) restorative justice: community involvement, diversion and other alternative measures; and (c) crime prevention strategies for youth at risk.

21. Brazil was of the view that the workshops should include the following topics: (a) the role of the city and the local community in crime control; (b) structural links between international arms and drug trafficking; (c) the limits of the mass imprisonment policy in tackling crime; and (d) the importance of police intelligence work in tackling crime.

22. Colombia recommended the following topics for consideration by the workshops, in order of priority: (a) measures to combat economic crime: the role of the private sector; (b) combating corruption; (c) restorative justice: community involvement, diversion and other alternative measures; (d) crime prevention strategies for youth at risk; (e) links between transnational organized crime and terrorism; (f) measures to combat high-technology and computer-related crime; (g) human rights in criminal justice; (h) measures to combat money-laundering; (i) cross-border law enforcement cooperation; and (j) current practices in and ways of overcoming obstacles to extradition.

23. Colombia recommended that the following concerns and issues be borne in mind: trafficking in human beings was a serious matter deserving attention by the workshops, noting that such a phenomenon seriously violated the dignity of and respect for the human person. It was considered to be the third most lucrative form of crime after the illicit drug trade and trafficking in firearms. Colombians and citizens of developing countries were victims of networks of traffickers in human beings. An additional reason for such a suggestion was the increase in the smuggling of migrants, especially those going to the industrialized countries, and its close links to trafficking in human beings. Such a situation urgently required the international community to become aware of and appreciate the danger that it represented and to join efforts to combat that scourge to humanity. Colombia also proposed the inclusion of the topic "Assistance to and protection of victims of trafficking in persons" for discussion under "Human rights in criminal justice". Colombia was of the opinion that the topic on crime prevention could also include the conclusion of bilateral and multilateral agreements; control of trafficking in explosives at the international level; protection of witnesses who gave evidence against criminal organizations; establishment of penalties for firms or corporations that offered to undertake unlawful activities on behalf of such criminal groups; adoption of measures to prevent criminal groups from manipulating mandatory procedures with regard to public contracts as well as subsidies and licences in connection with commercial activities.

24. Ecuador was of the opinion that the workshop topics should be discussed in the following order: (a) human rights in criminal justice; (b) links between transnational organized crime and terrorism; (c) combating corruption; (d) crime prevention strategies for youth at risk; (e) current practices in and ways of overcoming obstacles to extradition; (f) measures to combat economic crime: the role of the private sector; and (g) restorative justice: community involvement, diversion and other alternative measures.

25. Oman expressed the view that the topics for the workshops should include: (a) combating drugs and economic crime, including the negative effects of globalization; (b) international cooperation among law enforcement agencies; (c) prison overcrowding; and (d) the analysis of trends in juvenile delinquency.

26. Saudi Arabia proposed the inclusion of the following additional topics: (a) factors contributing to the proliferation of corruption and ways to eliminate them; (b) poverty and its effect on increased crime; and (c) combating fraud and the threat that it constitutes at the global level. Saudi Arabia also suggested that the topic "Human rights in criminal justice" should be reformulated to read "Human rights in criminal justice and their preservation under all circumstances".

27. Turkey suggested the inclusion of the following topics, in order of priority: (a) current practices in and ways of overcoming obstacles to extradition; (b) links between transnational organized crime and terrorism; and (c) cross-border law enforcement cooperation.

28. Venezuela supported the inclusion of the following workshop topics: (a) combating corruption; (b) measures to combat money-laundering; (c) crime prevention strategies for youth at risk; and (d) measures to combat high-technology and computer-related crime. In suggesting those topics, Venezuela noted that under the topic on corruption, strategies, plans and methods of national preventive control should be discussed, followed by the issue of legal instruments to combat corruption. Attention should be given to the type of preventive policy that should be put in place to assist the private sector in dealing with corruption. In discussing measures to combat money-laundering, Venezuela was of the view that such a phenomenon eroded the normal financial system, resulting in illegal financing of businesses, unfair competition and the strengthening of organizations that subverted economic order and discredited state structures. It was therefore essential for financial assistance to be more transparent so that legitimate activities would be less vulnerable to exploitation by criminal organizations; equally important would be to keep abreast of new mechanisms for laundering money derived from crime and to ensure that countries had effective means to detect and punish money-laundering practices.

29. As regards crime prevention strategies for youth at risk, Venezuela stated that its constitution established that children and adolescents were full subjects before the law and should be protected by specialized courts, bodies and legislation, with full protection for all concerned. Venezuela noted the deficiencies in existing mechanisms to prevent the crimes committed by children and adolescents in many parts of the world. It was therefore important to promote a healthy younger generation with full and progressive exercise of their rights and guarantees. Venezuela was of the view that the topic "Measures to combat high-technology and computer-related crime" should be accorded special attention, as the international community was encountering serious difficulties in investigating and detecting offences of that type. Computer or "cyber" criminals operated freely, committing offences such as gaining unauthorized access or computer hacking, fraud, computer sabotage, drug trafficking and trafficking in children for the purpose of pornography. In Venezuela, two legal instruments governed that area, namely, the Special Act against Computer Crime and the Act on Data Messages and Electronic Signatures.

III. Views of relevant specialized agencies and other entities of the United Nations system

Office of Legal Affairs

30. The Office of Legal Affairs of the Secretariat indicated that during the consideration by the Sixth Committee of the General Assembly of the item entitled "Measures to eliminate international terrorism" at the fifty-seventh session of the Assembly some delegations in their statements had referred to links between

transnational organized crime and terrorism. That aspect should be taken into account in finalizing the substantive agenda for the Eleventh Congress.

Division for the Advancement of Women

31. The Division for the Advancement of Women of the Secretariat expressed its readiness to cooperate fully in the preparations for the Eleventh Congress and to participate in it, as the proposed topics were directly related to primary concerns of the Division. Accordingly, the Division suggested that appropriate attention should be given by the Congress to the issue of trafficking in women and girls and also that that topic should be discussed at the regional preparatory meetings. The Division also pointed out that crime and drugs were often inextricably linked to trafficking in women and girls and exacerbated the plight of victims. Additionally, the Division recommended that gender perspectives—focusing on the different situation of women and men and the different impact of measures on women and girls as compared with men and boys—should be considered with regard to any proposed preventive and remedial actions and should be an integral part of any discussions at and final documents of the Congress and its regional preparatory meetings. The Division noted that it had strengthened its collaboration with the United Nations Office on Drugs and Crime in the recent past through, inter alia, development of training programmes on gender mainstreaming, production of briefing notes on gender and crime prevention and drug control as well as organization of joint workshops and training, and expressed its willingness to continue and enhance that collaboration in the future.

Economic Commission for Europe

32. The Economic Commission for Europe noted that it and the United Nations Office on Drugs and Crime had developed an excellent working relationship, with participation in each other's activities, and referred in particular to the two organizations' collaboration in supporting the Southeast European Cooperative Initiative and its Regional Centre for Combating Transborder Crime in Bucharest. The Commission pointed out that the Regional Centre was successful and the first example of regional ownership. Task forces have been established within the Regional Centre to focus efforts on trafficking in human beings, drug trafficking, commercial fraud, vehicle theft and customs valuation fraud, which reflected the concerns of Governments in the region. The Commission suggested that, in order to support crime prevention efforts, such issues should be included for consideration at the intersessional meetings prior to the twelfth session of the Commission on Crime Prevention and Criminal Justice, so as to be taken into account in finalizing the substantive agenda for the Eleventh Congress.

Economic Commission for Latin America and the Caribbean

33. The Economic Commission for Latin America and the Caribbean expressed its support for the organization of the regional preparatory meeting for the Eleventh Congress in Santiago and for any other activities related to crime prevention.

United Nations Conference on Trade and Development

34. The United Nations Conference on Trade and Development expressed its interest in continued collaboration in areas of joint concern.

United Nations Environment Programme

35. The United Nations Environment Programme expressed support for the work of the Centre for International Crime Prevention and would be ready to collaborate on issues of mutual interest. The Programme would also extend its full support to the preparations for the Eleventh Congress.

International Civil Aviation Organization

36. The International Civil Aviation Organization (ICAO) noted the work of the United Nations in crime prevention and criminal justice. While certain activities in that field were not closely related to the daily work of ICAO, the general notion of crime prevention was significant for the Organization. ICAO devoted considerable efforts to dealing with the problem of unruly passengers, as elements of crime prevention and the exercise of criminal jurisdiction. In that regard, Guidance Material on the Legal Aspects of Unruly/Disruptive Passengers (ICAO Circular 288) had been developed, addressing a uniform list of offences, jurisdiction and the legal mechanisms available for combating the problem of unruly passengers.

Universal Postal Union

37. The Universal Postal Union expressed its willingness to enter into inter-organizational cooperation in the areas of international crime prevention. Since 1990, the mission of the Union's Postal Security Action Group had been to enhance the security and integrity of the international mail network and the broad initiatives of the Action Group had encompassed combating dangerous goods in the post, fighting drug trafficking and money-laundering, stemming the tide of fraud perpetuated by letters from the West African region, conducting quality of service and security reviews of international airports, securing the mail from loss or theft and bio-terrorism prevention issues. The Universal Postal Union would support further cooperation between it and the United Nations Office on Drugs and Crime towards common objectives and also expressed its willingness to offer the Postal Security Action Group specialists to attend future meetings and seminars of the Office on that subject for purposes of attaining common goals.

IV. Views of intergovernmental organizations and other entities

African Union

38. The African Union addressed issues of good governance that affected the development plans of African States. In that regard, the Union emphasized the importance of strengthening administrative structures, especially those needed for good governance, as it would have a positive influence on economic and political life, restrain corruption and make possible sustainable development by improving the delivery of aid. The Union also pointed out that social stability and foreign investors' attitudes would depend greatly on those factors, in particular in Africa. The Union had already been tackling the problems of illicit trafficking in and abuse of narcotic drugs and psychotropic substances, organized crime, money-laundering

and corruption by using an integrated, well-coordinated and balanced approach in the context of sustainable human development. The Union suggested that the agenda items for the plenary sessions of the Eleventh Congress should include the following topics: (a) poverty reduction through debt cancellation, which would be a strong tool for the prevention of illicit trafficking and abuse of narcotic drugs and psychotropic substances; (b) debt cancellation for preventive drug abuse education, a strategy for crime prevention for youth at risk; and (c) links between drug trafficking, transnational organized crime and terrorism. In addition, the Union recommended three workshop topics and round tables as follows: (a) drugs for arms: which way forward?; (b) the role of drug trafficking in sustaining conflicts; and (c) drug dependency and child soldiers: provision of alternative development programmes to replace criminal justice.

Commonwealth Secretariat

39. The Commonwealth Secretariat expressed its interest in cooperating with the United Nations Office on Drugs and Crime in the preparatory work for the Eleventh Congress.

Council of Europe

40. The Council of Europe noted that the general theme as well as the topics for the various workshops would meet the concerns being addressed at present within the Council: corruption, money-laundering, organized crime, computer-related crime, alternatives to imprisonment and juvenile delinquency. The Council suggested that the subject of strengthening the position of victims of crime both within and outside criminal proceedings might be added to the agenda of the Congress, as a follow-up to the discussions held during the Tenth Congress on offenders and victims. As to the links between transnational organized crime and terrorism, the Council of Europe indicated that the Committee of Ministers had mandated a Multidisciplinary Group on International Action against Terrorism with considering appropriate measures to strengthen member States' efforts to combat terrorist acts. The Multidisciplinary Group had drafted an Additional Protocol to the 1977 European Convention on the Suppression of Terrorism,⁴ which would be opened for signature in 2004. The Committee of Ministers had adopted Guidelines on human rights and the fight against terrorism. In addition, the Multidisciplinary Group had also identified priority actions, five of which concerned the areas of criminal justice: apology of, and incitement to, terrorism; special investigation techniques; protection of witnesses; international law enforcement cooperation; and financing of terrorism. The Council of Europe hoped to be able to send a representative to the Eleventh Congress to report on the progress made by the Council in the areas of crime prevention and criminal justice, underlining the cooperation between the Council of Europe and the United Nations Office on Drugs and Crime, which would continue to develop in the future to the mutual benefit of the two organizations.

European Police Office

41. The European Police Office (Europol) expressed its willingness to contribute to the preparations for the Eleventh Congress in relevant areas within its mandate and within budgetary resources.

International Centre for Migration Policy Development

42. The International Centre for Migration Policy Development was of the view that international cooperation aiming at combating illegal migration, smuggling of migrants and trafficking in persons, as well as cooperation on border management issues, should be priority concerns of the Eleventh Congress. The Centre was also preparing for the Ministerial Conference to Prevent Uncontrolled Migration, to be held in March 2003, which would be of direct relevance to the substantive preparations for the Congress.

V. Views of non-governmental organizations

43. The Friends World Committee for Consultation/Religious Society of Friends (Quakers), the International Association of Judges and the International Federation of University Women expressed interest in the preparations for the Eleventh Congress.

44. The International Council of Women welcomed the intention of the United Nations to intensify cooperation with non-governmental organizations and expressed its interest in cooperating with the Commission on Crime Prevention and Criminal Justice on all issues relevant to the status of women. The Council had disseminated information and reports on the Tenth Congress.

45. The International Police Association (Interpol) expressed full support for the Eleventh Congress and proposed to cooperate in any way possible in the fight against transnational organized crime, as organized crime had become too widespread for any single Government to combat effectively. For that reason, Interpol suggested that States should carry out joint and cross-border operations in order to be most effective and successful and should also adopt powerful new treaties, such as the United Nations Convention against Transnational Organized Crime (General Assembly resolution 55/25, annex I). Interpol also recommended that all States and organizations become involved in organizing ongoing consultations in the field of organized crime in order not to be "one step behind".

46. The World Muslim Congress supported full cooperation with the United Nations Office on Drugs and Crime in the preparations for the Eleventh Congress. It placed particular emphasis on restorative justice, as it had already included research on the evolution of restorative justice in its programme of work.

Institutes of the United Nations Crime Prevention and Criminal Justice Programme network

47. The United Nations Interregional Crime and Justice Research Institute expressed full support for the organization of workshops on any topics selected by the Commission. In addition, the Institute suggested that since the year 2005 would mark the fiftieth anniversary of the Standard Minimum Rules for the Treatment of

Prisoners (Economic and Social Council resolution 663 (XXIV), annex), Member States might consider the desirability of including in the agenda one workshop devoted to the world situation of corrections and in particular to the most critical issues such as overcrowding, health and juveniles.

VI. Intersessional meeting of the Commission on Crime Prevention and Criminal Justice

48. In its resolution 57/171, the General Assembly suggested that the topics for the substantive agenda items and for the workshops identified by the Commission on Crime Prevention and Criminal Justice at its eleventh session, as reflected in the resolution, might be refined by Member States at future intersessional meetings of the Commission. In response, an intersessional meeting of the Commission was held on 12 February 2003 to discuss any additional proposals as to substantive agenda items and workshop topics. Thailand, as host of the Eleventh Congress on Crime Prevention and Criminal Justice, expressed appreciation to the Secretariat for its efforts in the preparation of the Congress.

49. Argentina recommended the inclusion of urban crime, as a follow-up to the discussion of that issue at the Tenth Congress.

50. Japan was of the view that the workshop topics for the Eleventh Congress should include: (a) measures to combat high-technology and computer-related crime; (b) measures to combat money-laundering; and (c) combating corruption. Japan informed the meeting that the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders intended to organize a workshop dealing with measures to combat money-laundering.

51. Thailand was of the view that, following past practice, the number of workshop topics should not exceed four, so as to allow adequate time for a thorough discussion of the various issues before the workshops. In that connection, Thailand suggested the following four topics: (a) criminal justice reform; (b) combating transnational organized crime in all its manifestations, including its linkages to drug trafficking; (c) combating terrorism; and (d) economic and financial crime and illicit trade.

52. At the end of the intersessional meeting, and based on a proposal of Thailand, it was decided that an open-ended working group should be established to work out recommendations on the substantive agenda items and workshop topics, the meetings of which would be facilitated by the delegation of Thailand. The group met on 26 March and 30 April 2003 and its recommendations were reported to the Commission.

VII. Twelfth session of the Commission on Crime Prevention and Criminal Justice

53. Regional groups, representatives of Member States and representatives of non-governmental organizations and the institutes of the United Nations Crime Prevention and Criminal Justice Programme network contributed to the discussion on the preparations for the Congress, shedding light on substantive aspects. The

Commission on Crime Prevention and Criminal Justice welcomed the report of the Secretary-General on the preparations for the Eleventh Congress⁵ and also the draft resolution submitted by Thailand as host of the Congress.⁶

54. In highlighting the importance of the United Nations congresses, reference was made to the Ministerial Meeting on the Creation of an Effective United Nations Crime Prevention and Criminal Justice Programme, held in Versailles, France, from 21 to 23 November 1991,⁷ at which the role of the congresses had been defined, focusing on exchanging views between Member States, intergovernmental and non-governmental organizations and individual experts representing various professions and disciplines, the exchange of experience in research, law and policy development and the provision of advice. The achievements of past congresses were also highlighted, in particular in adopting internationally recognized standards and norms in crime prevention and criminal justice. With respect to future congresses, it was recommended that a small number of plenary sessions on specific topics be held, with a slightly longer period of time allocated to a high-level segment discussion, so as to raise the profile of international criminal justice issues within the political arena. The recommendations of the congresses should be adopted in the form of a declaration at the end of the high-level segment. The importance of holding intersessional meetings to support the preparations for the Congress was stressed.

55. The workshops were considered the main resource in terms of exchange of information and identification of new trends and best practices. Adequate time should be allocated to the workshops to allow for practical presentations and a focused and dynamic discussion and exchange of information on precise and well delineated issues. The institutes of the United Nations Crime Prevention and Criminal Justice Programme network should be fully involved in the organization of the workshops, as they had the capability and the knowledge required for those events. In particular, the Commission was informed that the International Centre for Criminal Law Reform and Criminal Justice Policy would be ready to play a role in relation to the workshop dealing with restorative justice and that the International Centre for the Prevention of Crime would play a similar role in relation to the workshop on crime prevention. The involvement and support of the Australian Institute of Criminology was also pledged in the organization of the workshops.

56. The importance for the regional preparatory meetings to make action-oriented recommendations and to identify policy options from regional perspectives, which would make a major contribution to the success of the Congress, was highlighted. Donor countries were encouraged to cooperate with developing countries, in particular the least developed countries, to ensure their full participation in the preparatory process and the Congress itself. Satisfaction was expressed with the fact that the Congress would continue its past practice of holding ancillary meetings of non-governmental and professional organizations. Representatives of non-governmental organizations and the institutes of the United Nations Crime Prevention and Criminal Justice Programme network expressed their readiness to support the Secretariat with the coordination and organization of such meetings.

57. Referring to the report of the Secretary-General, the representative of Thailand expressed appreciation for the valuable and constructive views and recommendations of Member States and a number of specialized agencies, United Nations programmes and intergovernmental and non-governmental organizations

reflected in the report. He informed the Commission that, as host of the Eleventh Congress, the Government of Thailand had established a national committee, headed by the Deputy Prime Minister and composed of representatives of high-level authorities, which would ensure the success of the organizational arrangements to be put in place for the Congress. On the occasion of the thirteenth session of the Commission, a visual presentation of the Queen Sirikit Convention Center and other available facilities would be made. Speakers expressed their appreciation to the Government of Thailand for offering to host the Congress and for submitting a draft resolution on the preparations for that event, in which relevant topics for the substantive agenda items and workshop issues had been identified.

58. The necessity for the cooperation of all Member States in the preparation of the Congress was highlighted, together with the role of the Secretariat in assisting with the preparation of the required documentation, the rules of procedure and public information programmes. In that regard, the view was expressed that such tasks should be carried out within the existing resources allocated for the Congress.

59. At the conclusion of the discussion, the Commission was informed that the preparations for the Eleventh Congress would be carried out in the most cost-effective manner and that relevant budgetary provisions would be included in the proposed programme budget for the biennium 2004-2005. The appeal of the representative of Zimbabwe on behalf of the Group of African States to assist the least developed countries to participate in the regional preparatory meetings and in the Congress itself was noted.

60. At the end of its deliberations, the Commission recommended the following provisional agenda for approval by the General Assembly:

1. Opening of the Congress.
2. Organizational matters.
3. Effective measures to combat transnational organized crime.
4. International cooperation against terrorism and links between terrorism and other criminal activities in the context of the work of the United Nations Office on Drugs and Crime.
5. Corruption: threats and trends in the twenty-first century.
6. Economic and financial crimes: challenges to sustainable development.
7. Making standards work: fifty years of standard-setting in crime prevention and criminal justice.
8. Adoption of the report of the Congress.

The Commission also recommended, for approval by the General Assembly, that the following issues be considered by workshops within the framework of the Eleventh Congress:

- (a) Enhancing international law enforcement cooperation, including extradition measures;
- (b) Enhancing criminal justice reform, including restorative justice;

- (c) Strategies and best practices for crime prevention, in particular in relation to urban crime and youth at risk;
- (d) Measures to combat terrorism, with reference to the relevant international conventions and protocols;
- (e) Measures to combat economic crime, including money-laundering;
- (f) Measures to combat computer-related crime.

VIII. Organizational arrangements

61. At its twelfth session, the Commission on Crime Prevention and Criminal Justice addressed some of the organizational arrangements, including the appointment of a secretary-general and an executive secretary for the Eleventh Congress, the dates and duration of the Congress, as well as the preparations for the regional preparatory meetings. In accordance with paragraph 2 (k) of General Assembly resolution 56/119 of 19 December 2001, each congress should be preceded by regional preparatory meetings, when necessary, and the costs of the regional preparatory meetings for each congress should be streamlined by holding them in conjunction with other regional meetings, shortening their duration and limiting the preparation of background documents. The Commission also addressed the issues of documentation and public information activities.

A. Appointment of a secretary-general and an executive secretary of the Eleventh Congress

62. Following past practice, the Secretary-General of the United Nations is expected to appoint a secretary-general and an executive secretary of the Eleventh Congress to perform their functions under the rules of procedure for the United Nations congresses on crime prevention and criminal justice.

B. Venue

63. In its resolution 57/171, on the recommendation of the Commission, the General Assembly accepted with gratitude the offer of the Government of Thailand to host the Eleventh United Nations Congress on Crime Prevention and Criminal Justice, and requested the Secretary-General to initiate consultations with the Government of Thailand and to report to the Commission at its twelfth session. Such consultations were initiated and the results were reported to the Commission at its twelfth session.

C. Dates and duration

64. Consultations with the host Government and other Member States on possible dates for the Eleventh Congress revealed that the most suitable dates would tentatively be from 18 to 25 April 2005, with pre-congress consultations to be held

on 18 April 2005. Following past practice, the conclusions of the Congress will be considered by the Commission at its session in 2005, with a view to providing guidance on their implementation. The Commission also recommended that the high-level segment of the Eleventh Congress be held during the last three days of the Congress in order to allow heads of State or Government or government ministers to focus on the main substantive agenda items of the Congress.

D. Regional preparatory meetings

65. In response to General Assembly resolutions 56/119 and 57/171, the Secretary-General will proceed with the organization of the regional preparatory meetings prior to the holding of the Eleventh Congress. Such meetings are intergovernmental in nature. Representatives of Governments, entities of the United Nations system, including the institutes of the United Nations Crime Prevention and Criminal Justice Programme network, and intergovernmental and non-governmental organizations will attend them. The main purpose of the meetings will be to facilitate an exchange of views and experience on the various issues to be discussed by the Eleventh Congress and to identify the main concerns and priorities of the respective regions. At its twelfth session, the Commission recommended to the General Assembly that the regional preparatory meetings be urged to examine the substantive agenda items and the workshop topics and to make action-oriented recommendations to serve as a basis for the draft recommendations and conclusions for consideration by the Eleventh Congress and the Commission at its fourteenth session. Consultations are under way with the regional commissions and the Secretariat regarding possible dates and venues. It is expected that the regional preparatory meetings will take place during the period from January to April 2004. The basic resources required for their organization have been included in the proposed programme budget for the biennium 2004-2005, in accordance with resolutions 56/119 and 57/171.

E. Discussion guides

66. As the Commission has selected the substantive agenda items and the workshop topics, the Secretariat is proceeding with the preparation of the two discussion guides for the preparatory meetings and for the workshops, in cooperation with the institutes of the United Nations Crime Prevention and Criminal Justice Programme network. The discussion guides will serve as the annotated provisional agenda for the preparatory meetings and for the workshops, outlining the main topics and the themes to be discussed. They are intended not only to focus on the different agenda items at the preparatory meetings and to stimulate discussion of issues of major concern, but also to identify policy options from a regional perspective for consideration by the Eleventh Congress, as well as to obtain relevant and updated information for inclusion in the working papers for the Congress.

F. Public information

67. It is expected that the Department of Public Information will continue its practice of undertaking public information activities prior to and during the

Congress itself. Those activities should have the following objectives: (a) to provide Governments and experts with information on the Eleventh Congress, especially with regard to the scope of the items of the provisional agenda; and (b) to create awareness among experts and the general public of the significance of actions taken by Governments and intergovernmental and non-governmental organizations and the work of the United Nations in the field of crime prevention and criminal justice. The target audience of such activities will include government officials; specialists in criminal law and criminal justice; public administrators; parliamentarians; practitioners in the field of crime prevention and criminal justice; readers of periodicals and other publications specializing in penology and criminology; and officers and members of professional organizations, judges, law enforcement personnel and other pertinent professional groups. It should be emphasized that the public information activities should be undertaken in a timely manner so as to ensure the fullest awareness and involvement of Governments and the public at large in such an important world event.

G. Documentation

68. It should be recalled that, pursuant to paragraph 2 (j) of General Assembly resolution 56/119, the Commission, as the preparatory body for the Eleventh Congress, should request the Secretary-General to prepare only those background documents which are absolutely necessary for implementing the programme of work of the Congress. Accordingly, the Commission, at its twelfth session, made specific recommendations on the number, content, style and timing of documentation for the Congress, in particular, the discussion guide for the regional preparatory meetings, their reports and the working papers on the main topics of the Congress, as well as national papers and submissions by intergovernmental and non-governmental organizations and institutes.

69. The Commission recommended that the basic documentation for the Eleventh Congress consist of the following: (a) working papers on each of the four substantive items of the provisional agenda, drawing on the results of the regional preparatory meetings, the recommendations of the Commission and contributions made by experts; (b) reports of the regional preparatory meetings; and (c) a limited number of documents prepared by the Secretariat that are relevant to the discussion of the agenda items, such as reports of expert group meetings and other specialized studies on specific issues. In addition, background documents will also be before the Congress, including reports prepared by other United Nations entities and institutes, intergovernmental organizations and non-governmental organizations in consultative status with the Economic and Social Council, as well as contributions by individual experts on the roster of the Secretariat, dealing with specific questions in their area of expertise. Particular attention will be given to national papers or reports submitted by Governments. Following past practice, the Secretariat will provide information on the format, languages and submission of such reports.

IX. Concluding remarks

70. The additional proposals provided in response to the Secretary-General's request for views of 1 October 2002 by Member States, entities of the United

Nations system and intergovernmental and non-governmental organizations concerning the agenda items for the plenary sessions and topics for the workshops were of assistance to the Commission in finalizing the provisional agenda for the Congress. In response to General Assembly resolution 57/171, the Commission, at its twelfth session, made a number of recommendations touching on substantive and organizational matters relating to the Congress, as reflected in the draft resolution recommended for approval by the Economic and Social Council for adoption by the Assembly. At its thirteenth session, the Commission is expected to accord sufficient time to reviewing the progress made in the preparations for the Congress, to finalize in good time all the necessary organizational and substantive arrangements and to make its recommendations, through the Economic and Social Council, to the General Assembly.

Notes

¹ *Official Records of the Economic and Social Council, 2002. Supplement No. 10 and corrigendum (E/2002/30 and Corr.1).*

² *Ibid.*, chap. VII.

³ Formerly known as the Office for Drug Control and Crime Prevention.

⁴ United Nations, *Treaty Series*, vol. 1137, No. 17828.

⁵ E/CN.15/2003/11 and Corr.1 and Add.1 and 2.

⁶ E/CN.15/2003/L.8/Rev.1.

⁷ See A/CONF.156.



Economic and Social Council

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Items 4 and 13 (c) of the provisional agenda*

The role of the Economic and Social Council in the integrated and coordinated implementation of the outcomes of and follow-up to major United Nations conferences and summits

Economic and environmental questions: statistics

Comprehensive report of the Statistical Commission on the work related to chapter VI, section E, of its report on its thirty-third session and on basic indicators for the integrated and coordinated follow-up to major United Nations conferences and summits at all levels, including the report on indicators on means of implementation

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* E/2003/100.



Introduction

1. The present report was prepared by the Statistical Commission at the request of Economic and Social Council in its decision 2002/311 of 19 December 2002. This report gives a brief overview of the discussions on basic indicators engaged in both by the Council and by the Statistical Commission in past years and comments upon the specific issues identified in Council resolution 2000/27 of 28 July 2000. In each section of this report, some proposals are made for future activities.

2. The Economic and Social Council and the Statistical Commission have been engaged in a discussion of basic indicators related to the recent United Nations conferences and summits since 1998. A comprehensive listing of Council decisions and resolutions, as well as of reports submitted to the Council and the Commission, is provided as background reference material in the annex to this report.

3. At its substantive session of 2000, the Economic and Social Council had reiterated its interest in the topic of statistical indicators to follow up major United Nations conferences and summits held in the 1990s. The Council adopted resolution 2000/27, in which it reaffirmed recommendations contained in an earlier resolution on indicators (Council resolution 1999/55 of 30 July 1999, sect. II) and took up many of that earlier resolution's themes. In resolution 2000/27, the Council, *inter alia*, emphasized the need for: (a) statistical capacity-building especially in developing countries to meet the range of needs for development indicators on a sustainable basis; (b) the technical review of existing conference indicators so as to define a limited set of common indicators; (c) indicators on "means of implementation" and "global partnership for development"; and (d) the promotion of networking.

4. The Statistical Commission at its thirty-second session in 2001 accepted the invitation by the Economic and Social Council to serve as the intergovernmental focal point for the review of conference indicators and welcomed this work as an opportunity to contribute its technical expertise to the ongoing debate on indicators. The Commission plays the role of intergovernmental focal point for the review of conference indicators at the global level. Its added value is to offer technical expertise and advice on indicators which can help the Council to formulate political guidance on how to measure progress in the implementation of the outcomes of all United Nations conferences in the economic, social and related fields. In order to ensure that the statistical expertise of member States is fully applied, the Chairman of the Commission appointed a "Friends of the Chair" Advisory Group to conduct an in-depth technical evaluation of all United Nations conference indicators. In accordance with the Council mandate, the Friends of the Chair Advisory Group was also asked to elaborate recommendations for a basic list of indicators for conference follow-up and to make proposals for a mechanism of statistical review for future indicators.

5. The Friends of the Chair Advisory Group reported back to the Statistical Commission at its thirty-third session in 2002 presenting its report of the Friends of the Chair of the Commission on an assessment of the statistical indicators derived from United Nations summit meetings (E/CN.3/2002/26). The Commission considered this report together with the report of the Secretary-General on the harmonization of development indicators (E/CN.3/2002/25) and a consultancy report¹ entitled "Indicators on means of implementation". The Commission

welcomed the report of the Friends of the Chair;² was particularly satisfied with the broad consultative process among member States undertaken by the Advisory Group; and welcomed the indicator architecture built on three tiers and the technical evaluations contained on the United Nations Statistics Division web site. The Commission also endorsed the recommendations made in the report, and concurred that, in some areas (for example, human rights and good governance indicators), the indicators currently proposed were mostly qualitative in nature and could therefore not be technically evaluated by the Friends of the Chair Advisory Group.

6. Based on the report of the Friends of the Chair and the decisions taken at the thirty-third session of the Statistical Commission in 2002, the United Nations Statistics Division prepared a report of the Secretary-General for the substantive session of 2002 of the Economic and Social Council entitled "Progress report on basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels" (E/2002/53). This report took up all the issues listed in the above-mentioned Council resolution. The following sections examine those issues and summarize briefly the present status of the international debate.

I. Technical review and rationalizations of sets of indicators

7. The Economic and Social Council invited the Statistical Commission, as its authoritative technical body, to make recommendations regarding a limited list of conference indicators. For this purpose, the Commission established at its thirty-second session (2001) an expert group of Friends of the Chair of the Commission. Eminent national statistical experts from 34 member States contributed to the work of Friends of the Chair Advisory Group, which prepared an extensive analytical report with detailed recommendations. This expert group was particularly concerned with proposing mechanisms that would ensure a greater participation of member States in the development and adoption of statistical indicators for global and national purposes. The report (E/CN.3/2002/26) was presented to the Commission at its thirty-third session. The Commission endorsed the findings of the expert group and recommended that its report be transmitted to the Council.

8. In response to the request for a limited list of conference indicators, the expert group of Friends of the Chair elaborated an indicator framework containing three priority tiers, each with approximately 40 statistical indicators. The expert group recognized that the proposed framework must be kept under review to allow, for instance, further development in response to emerging needs with respect to future summits and major conferences. The Statistical Commission therefore established an Advisory Committee on Development Indicators consisting of 13 senior government statisticians from member States. The main task of the Advisory Committee is to periodically update the indicator framework provided in the Friends of the Chair report, in response to United Nations summits and major international conferences and taking into account the development of indicators within international agencies and advances in technical standards. For instance, in the context of the follow-up to the World Summit on Sustainable Development, held in Johannesburg, South Africa, in August-September 2002, the United Nations Statistics Division, based on the guidance of the Advisory Committee on Development Indicators, will open a dialogue with the concerned stakeholders (United Nations system organizations,

intergovernmental bodies and technical specialists) to review required and proposed indicators according to their technical merits.

9. The Friends of the Chair expert group had included in its technical analysis the proposed set of indicators for the Millennium Development Goals as contained in the annex to the report of the Secretary-General on the road map towards the implementation of the United Nations Millennium Declaration (A/56/326) submitted to the General Assembly at its fifty-sixth session, and had agreed that many of the indicators for the Millennium Development Goals corresponded to the high-priority indicators proposed in its assessment and contained in a three-tier framework. However, the statistical experts did express reservations regarding the conceptual clarity or currently insufficient methodological development of a few selected indicators, which often explained the serious lack of data for many countries. The Statistical Commission at its 2002 session voiced the concern that the development of the set of indicators for the Millennium Development Goals was a parallel process with insufficient country involvement which had not been coordinated with the current efforts of the Commission to follow up on Economic and Social Council resolutions concerning indicators.³ It asked that, in 2003, further prioritizations and harmonizations be undertaken.

10. In a further effort to connect the two processes mentioned above, the Statistical Commission asked its Advisory Committee on Development Indicators to focus its particular attention on the improvement of the metadata for the millennium indicators as well as to rationalize those indicators with a view to ensuring their comparability and transparency. Improvement of the metadata base for the millennium indicators will not only enhance their transparency, but also help to clarify outstanding conceptual and methodological problems that still need to be addressed. Furthermore, comprehensive metadata, including detailed conceptual and methodological notes, are helpful for those countries that wish to assess and ultimately improve their capacity to compile specific indicators in the future.

11. At its thirty-fourth session held from 4 to 7 March 2003, the Statistical Commission stressed the need to pay particular attention to indicators monitoring the implementation of Millennium Development Goal 8 (Develop a global partnership for development); recommended that country-level reports be prepared by developed countries with regard to progress on the commitments made by them on the assistance that would be provided to developing countries for the achievement of the goals contained in the United Nations Millennium Declaration;⁴ and also recommended that at least one such report should be prepared by each developed country by 2004, in time for the Secretary-General's comprehensive review in 2005 of the progress towards the Millennium Development Goals.⁵ As mentioned above, efforts should be encouraged to coordinate the work carried out on the various sets of indicators that are currently being used at the global level. As regards the United Nations, this specifically relates to the two convergent sets of indicators that came out of parallel processes mandated by the Economic and Social Council and the General Assembly. The Advisory Committee aims at improving the metadata for the millennium indicators.

12. In this context, the United Nations Statistics Division is also collaborating closely with the United Nations Development Programme (UNDP) and other partners in the United Nations Development Group in the preparation of country reports on the Millennium Development Goals. For example, the Division

participated in training workshops held by UNDP to assist country teams in the preparation of national reports. The Division sees this collaboration also as an opportunity to assess countries' statistical needs and to keep the reporting on the Millennium Development Goals closely linked to national statistical programmes.

II. Review of new indicators used in the United Nations system

13. In its technical review of indicators, the Statistical Commission came to the conclusion that the work on establishing any new indicators should begin as part of the preparation of a forthcoming major conference or summit and should involve both policy officials and statisticians from international organizations and member States. Any requirement for new indicators should be seen within the wider context of the totality of indicator needs. As such, emerging needs must be set alongside existing needs. The statistical experts stressed that the development of new indicators should be reconciled with national policy needs for statistics and should take account of the statistical capacity of countries to produce them. National statisticians should be involved in this process. Since they are closer to the raw data, they have a unique perspective on the technical properties of indicators, the availability of any proposed indicator, and the data-collection and resource implications.

14. In order to translate these general principles into concrete mechanisms, the Statistical Commission recommends that advanced planning for United Nations summits and major conferences should trigger a broad consultation process, including both policy officials and statisticians within the international agencies, in particular the United Nations Statistics Division. The Division, which maintains a close relationship with national statistical services, should ensure that national statisticians are consulted during the development process, with due consideration given to regional balance. Proposals for new indicators should be made to the Commission, which would report to the Economic and Social Council.

15. All of the indicators should be detailed with reference to the structure of the priority tiers (see E/CN.3/2002/26) as welcomed by the Statistical Commission at its thirty-third session.

III. Indicators on means of implementation

16. The present high demand for indicators of means of implementation by policy decision makers poses two types of challenges. The first challenge is to identify a short list of indicators that can be widely used by the United Nations political bodies and the media. This has to be the first step of the Advisory Committee on Development Indicators in undertaking its work. The second challenge is to create the capacity for estimating these indicators at a satisfactory quality level. In respect of strengthening country statistical capacities, there needs to be a setting of priorities in order to lessen the burden on countries.

17. In an effort to further develop indicators on means of implementation, the United Nations Statistics Division had commissioned a desk study by a statistical and developmental expert. The report analyses the Millennium Development Goals

(in particular, Goal 8 entitled "Develop a global partnership for development") and the documentation related to the International Conference on Financing for Development (Monterrey, Mexico, 18-22 March 2002) and identifies 17 broad categories of means of implementation (such as official development assistance (ODA) macro-resources, external debt relief, international trade, approval and ratification of treaties, ODA by purpose, foreign direct investment (FDI) etc.). For some of these categories, well-defined indicators have been developed and are being compiled. The report lists those indicators with their respective data sources. For the areas where such progress has not been achieved, the report attempts to assess the nature and magnitude of the efforts still needed.

18. It is suggested that the Advisory Committee on Development Indicators of the Statistical Commission, in its effort to review the statistical implications of recent major United Nations conferences and summits, pay particular attention to the International Conference on Financing for Development and examine, together with the follow-up secretariat for this conference in the Department of Economic and Social Affairs of the United Nations Secretariat, the question what indicators are presently available and what indicators are still needed to monitor progress towards the objectives of the Conference. It was underlined that the Advisory Committee should carry out its tasks in consultation with all relevant stakeholders.

IV. Effective coordination of statistics in the United Nations system

19. There are currently two processes through which the United Nations Statistics Division actively assumes its role as focal point for statistical coordination in the United Nations system. One involves its work as the secretariat of the newly created Committee for the Coordination of Statistical Activities (CCSA); and the other involves its work as the unit designated to coordinate the preparation of the statistical inputs into the Secretary-General's annual global report on progress towards the Millennium Development Goals.

20. Through the reform of the Administrative Committee on Coordination (ACC) machinery, which resulted in the creation of the new United Nations System Chief Executives Board for Coordination, the ACC subcommittees, including the one on statistical activities, were effectively disbanded. However, upon the invitation of the Statistical Commission, the United Nations Statistics Division together with its statistical partners in the United Nations system explored ways to continue the necessary process of close cooperation in the exchange of data and metadata. As a consequence, CCSA, which held its first meeting in March 2003, was formed.

21. At its thirty-fourth session, the Statistical Commission agreed that further harmonization and prioritization in the field of development indicators were needed, in particular with regard to the indicators for the Millennium Development Goals and the indicator architecture recommended by the Friends of the Chair which had been welcomed by the Commission at its thirty-third session.

22. The Statistical Commission emphasized (a) that any international list of recommended indicators should be adapted in each country to the economic and social circumstances and priorities of that country, and take into account each

country's statistical capacities and need for a phased, practical programme of statistics development and (b) that national statistical services should have a leading role in developing national country reports.⁶

23. The other concrete area in which the United Nations Statistics Division has assumed a leadership role is the preparation of the global annual reports, for submission to the General Assembly, to monitor progress towards the development goals contained in the United Nations Millennium Declaration. The Division provides the statistical basis for these progress reports, thereby pulling together global statistical sources and analyses from the United Nations systems. All available data are being included in the Division's web site (<http://millenniumindicators.un.org>), where they are fully accessible to national and international statistical services, Governments and the public. In compiling these data, the Division is also collecting complete documentation. Partner agencies are expected to ensure that data are based on a reliable and documented national source.

24. Despite these encouraging examples of inter-agency cooperation, achieving the goal of effective coordination among the statistical units of the United Nations system and beyond remains a continuous and long-term process. Member States are still concerned about being overburdened with data questionnaires received from international organizations and about inconsistencies (sometimes between agencies or between national and international publications) in respect of the publication of data. Some successes in rationalizing data demands on national statistical services, for example, through data-sharing arrangements, have been recognized. Still, there is at present no effective coordinating mechanism that focuses on the issuance of questionnaires or on estimation and aggregation methods. Encouraged by the Statistical Commission, the United Nations Statistics Division had asked member States to keep the Division informed about specific examples of duplicative data collections. The Commission can and will continue to flag these problems, using its technical authority to influence concerned parties with respect to cooperating or to converging in their practices.

V. Strengthening of national statistical capacity

25. Currently, the national and international demand for statistical baseline data and indicators far exceeds the capacity of most national statistical systems to supply such information. Therefore, the statistical capacity especially of developing countries needs to be strengthened. The Statistical Commission regularly includes an item on statistical capacity-building in its agenda. At its thirty-third session in 2002, it stressed that statistical capacity-building efforts and related technical cooperation activities needed to be embedded within the national framework of development policies. It also emphasized the need to build the demand for statistics in order to secure sufficient national resources to build and sustain statistical capacity. The Commission agreed that to accomplish these objectives a broad spectrum of members of the user community, including policy decision makers, mass media, research institutions, universities and the public at large, needed to be engaged. The Commission also stressed the importance of South-South cooperation and high-profile peer reviews. The United Nations Statistics Division in close cooperation with the funding and specialized agencies of the United Nations system has continued to support countries in the efforts to build national statistical capacity,

through its advisory services and its series of training workshops; but more action needs to be taken in many countries for improving their statistical capacity.

26. In an effort to mobilize resources towards capacity-building in statistics and to encourage the coordination of statistical capacity-building programmes, the Organisation for Economic Cooperation and Development (OECD), the World Bank, the International Monetary Fund (IMF), the United Nations Secretariat and a number of bilateral donors launched the Partnership in Statistics for Development in the Twenty-first Century (PARIS 21) initiative. PARIS 21 has been established as a global forum and network to promote, influence and facilitate statistical capacity-building activities and the better use of statistics. Among other things, it maintains a strong focus on the dialogue between users and producers of statistics. Its work is guided by an annual Consortium meeting and a Steering Committee of representatives of developing and transition countries, donors and international organizations. The Consortium is co-chaired by a member of the Bureau of the Statistical Commission and the Chair of the OECD Development Assistance Committee (DAC). The PARIS 21 secretariat annually reports to the Commission on its programme of work.

27. Still, more attention to statistical capacity-building is needed especially at the level of national Governments, that is to say, the political level. The Statistical Commission calls upon the Economic and Social Council and international donors to recognize the need to support and develop core statistical capacity within member States, including statistical infrastructure, and recommends that all donor activity for statistics should recognize the need to address both national and international statistical requirements. As part of this recognition, the Commission recommends, furthermore, that the Council and international organizations and donors should promote the use of statistics to support effective national policy development and good public administration.

VI. Points for discussion

28. The Economic and Social Council may wish to:

- (a) Note the arrangements for technical review and rationalization of indicators;
- (b) Note that, inasmuch as indicators have a statistical and political dimension, dialogue with international organizations is needed;
- (c) Note the arrangements for incorporating indicators for the Millennium Development Goals;
- (d) Note the arrangements for handling other new indicators arising from the activities of the United Nations system, most notably major conferences or summits;
- (e) Note the arrangements being put in place for developing indicators on means of implementation;
- (f) Note that strengthening national statistical capacity is a prerequisite for many countries, particularly developing countries, of meeting the obligation to provide information in support of development indicators;

(g) Recommend that the Council together with international organizations and donors should promote the use of statistics to support national policy development and good public administration.

Notes

¹ See Statistical Commission background documents for the thirty-third session of the Commission (2002) at the United Nations Statistics Division web site (<http://unstats.un.org/unsd/statcom/doc02/indicators-ps.pdf>).

² See *Official Records of the Economic and Social Council, 2002, Supplement No. 4 (E/2002/24)*, para. 66 (a).

³ *Ibid.*, para. 66 (d).

⁴ See General Assembly resolution 55/2.

⁵ See *Official Records of the Economic and Social Council, 2003, Supplement No. 4 (E/2003/24)*, chap. V, sect. B, para. 4 (c).

⁶ *Ibid.*, para. 4 (f) (i) and (ii).

Annex I

Background reference material: list of Economic and Social Council resolutions and decisions, and reports submitted to the Council and the Statistical Commission

1. Economic and Social Council resolutions and decisions

	<i>Title</i>
Decision 2002/311	Report of the Statistical Commission on its thirty-third session and the progress report of the Secretary-General on the basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels
Resolution 2000/27	Basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels
Resolution 1999/55 (sect. II)	Integrated and coordinated implementation of and follow-up to major United Nations conferences and summits
Sect II	
Decision 1998/290	Basic indicators for the integrated and coordinated implementation of and follow-up to the major United Nations conferences and summits in the economic, social and related fields

2. Reports submitted to the Economic and Social Council

<i>Symbol</i>	<i>Title</i>
E/2002/53	Progress report of the Secretary-General on the basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels
E/2000/60	Progress report of the Secretary-General on the basic indicators for the integrated and coordinated implementation of and follow-up to major United Nations conferences and summits at all levels
E/1999/11	Report of the Secretary-General on the integrated and coordinated implementation and follow-up of major United Nations conferences and summits: a critical review of the development of indicators in the context of conference follow-up

3. Reports submitted to the Statistical Commission

<i>Symbol</i>	<i>Title</i>
E/CN.3/2003/21	Report of the Secretary-General on the harmonization of indicators and reporting on progress towards the Millennium Development Goals
E/CN.3/2002/26	Note by the Secretary-General transmitting the report of the Friends of the Chair of the Statistical Commission on an assessment of the statistical indicators derived from United Nations summit meetings
E/CN.3/2002/25	Report of the Secretary-General on the harmonization of development indicators
E/CN.3/2001/16	Report of the Secretary-General on the activities and plans of the United Nations Statistics Division and the Statistical Commission in support of the harmonization and rationalization of indicators
E/CN.3/2000/15	Report of the Secretary-General on the harmonization and rationalization of development indicators in the United Nations system
E/CN.3/1999/14	Report of the Secretary-General on the harmonization and rationalization of development indicators in the United Nations system



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Item 41 (b) of the preliminary list*

Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: special economic assistance to individual countries or regions

Economic and Social Council Substantive session of 2003

Geneva, 30 June-25 July 2003

Item 9 of the provisional agenda**

Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations

Assistance to the Palestinian people

Report of the Secretary-General

Summary

The year under review saw the continuation of violence between Israelis and Palestinians, with hundreds of victims on both sides. Tight internal and external closures, widespread curfews, incursions and other measures taken by the Israeli military led to a further worsening of economic indicators and to an increase in poverty and unemployment levels among Palestinians. The capacity of the Palestinian Authority was diminished just as needs increased. The central challenge facing authorities and the international community was how to meet growing emergency and humanitarian needs at the same time as maintaining medium and longer-term objectives.

The United Nations system continued to work hard to maintain Palestinian capacities to provide essential services, to repair damage to infrastructure and to meet urgent needs. However, the planning, management and implementation of projects were hampered by restrictions placed on United Nations staff, notably locally recruited Palestinian staff, a deteriorating security environment and problems of access. This often required re-gearing of programmes and a shift in emphasis from development to emergency activity.

The present report outlines the efforts made by the United Nations system, in cooperation with Palestinian and donor counterparts, in order to support the Palestinian civilian population under extremely difficult circumstances.

* A/58/50/Rev.1 and Corr.1.

** E/2003/100.



I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 57/147 of 16 December 2002 on assistance to the Palestinian people, in which the Assembly requested the Secretary-General to submit a report to it at its fifty-eighth session, through the Economic and Social Council, on the implementation of the resolution. The report covers the period from June 2002 to May 2003.

2. It should be noted that information concerning the living conditions of the Palestinian people is provided in separate, periodic reports prepared by the Office of the United Nations Special Coordinator for the Middle East Peace Process and Personal Representative of the Secretary-General to the Palestine Liberation Organization and the Palestinian Authority (UNSCO). In addition, a separate report prepared by the Economic and Social Commission for Western Asia (ESCWA) on the economic and social repercussions of the Israeli occupation on the living conditions of the Palestinian people in the occupied Palestinian territory, including Jerusalem, and of the Arab population of the occupied Syrian Golan (A/58/75-E/2003/21), provides detailed information on the living conditions of the Palestinian people, including the current crisis situation. The annual report of the Commissioner-General of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides information, inter alia, on the socio-economic conditions of the registered refugee population in the occupied Palestinian territory.¹

3. Throughout the period under review, the United Nations Special Coordinator has maintained his efforts to fulfil the mandate of his office, including ensuring effective coordination between the relevant institutions of the Palestinian Authority, the United Nations and the international community, as well as documenting the economic and social conditions in the occupied Palestinian territory.

II. Overview of the current crisis

A. Background

4. Since the outbreak of the violence in September 2000, more than 2,500 Palestinians and 700 Israelis have lost their lives, while many more have been wounded on both sides. This has been the result of, on the one hand, terrorist attacks against Israelis by various Palestinian factions and, on the other hand, extensive retaliatory operations, pre-emptive strikes and attacks on suspected militants by the Israel Defense Forces (IDF), as well as violence perpetrated by settlers.

5. In view of the continued cycle of violence and the complete impasse between Israel and the Palestinians, the international community took the lead in proposing a way out of the current crisis. On 30 April 2003, the Quartet (composed of the United States, the United Nations, the European Union and the Russian Federation) formally presented to the parties its road map,² a plan that proposes parallel steps to be taken by both sides to resolve the Israeli-Palestinian conflict and end the occupation that began in 1967, by realizing the vision of two States, Israel and Palestine, living side by side in peace and security.

B. Humanitarian and socio-economic crisis

6. As observed in August 2002 by the Personal Humanitarian Envoy of the Secretary-General, Catherine Bertini, the proximate cause of the Palestinian humanitarian and economic crises has been Israel's systematic imposition of severe restrictions on the movement of Palestinian goods and people across borders and within the West Bank and Gaza Strip. This strict closure policy has effectively divided the occupied Palestinian territory into approximately 50 isolated pockets. Furthermore, the residents of these areas have frequently been obliged to live under sustained curfews imposed by IDF, often for many days or weeks at a time.

7. The policy of systematic closures led to a four-fold crisis. First, the Palestinian economy shrunk dramatically, resulting in widespread unemployment and poverty, which lowered average incomes and limited the ability of Palestinians to purchase basic commodities and services. Secondly, access to services was severely limited owing to the restrictions on Palestinians' freedom of movement. Thirdly, damage to many public facilities and the severe fiscal crisis of the Palestinian Authority resulted in mounting difficulties in maintaining the provision of services. Lastly, movement restrictions also hampered the ability of international organizations such as the United Nations and aid agencies to reach their target populations so as to provide much needed humanitarian relief. Efforts to adapt to these movement restrictions led to an increase in the cost of humanitarian aid delivery.

8. Owing to internal closures, access to health-care services, which are mainly located in cities, was severely curtailed. These limitations were particularly threatening to patients who required regular follow-up and treatment for chronic conditions. Food security was also severely affected. Per capita food consumption declined by 30 per cent in the past two years. The Palestinian Central Bureau of Statistics (PCBS) reported that approximately one in every four women and children under five years of age suffered from mild anaemia, while 15.3 per cent of children under five years of age and 6.1 per cent of women between the ages of 15 and 49 suffered from moderate anaemia. Many schools were unable to operate for extended periods during curfews. According to the World Bank, 170,000 children and over 6,650 teachers were unable to reach their regular classrooms and at least 580 schools were closed owing to curfews, closures and home confinement.

9. Dramatic increases in unemployment and poverty were seen throughout the occupied Palestinian territory. According to a World Bank report entitled "Two Years of Intifada, Closures and Palestinian Economic Crisis: An Assessment", published in March 2003, 60 per cent of the population of the West Bank and Gaza lived under a poverty line of US\$ 2 per day, up from 20 per cent in 1999. The numbers of the poor tripled from 637,000 in September 2000 to nearly 2 million in March 2003 and gross national income per capita fell to nearly half of what it was two years ago. More than 50 per cent of the work force was unemployed and more than half of Palestinians were receiving some form of donor-financed food assistance.

10. Private sector activity, the engine of economic growth, also suffered severely as a result of declining incomes and failing demand, political uncertainty and the impact of closures and violence. According to the Palestinian Federation of Industries, by July 2002, 17 per cent of all businesses in the occupied Palestinian territory had shut down and only 7 per cent were operating at pre-crisis levels.

About a third of all businesses encountered serious debt service problems. Between June 2000 and June 2002, Palestinian exports declined by almost a half and imports by a third. Investment shrunk from an estimated \$1.5 billion in 1999 to only \$140 million in 2002. Overall income losses in the first two years of the conflict reached \$5.4 billion, the equivalent of one full year of national income prior to the crisis. Agricultural production also seriously declined. The construction of a "separation wall" by the Government of Israel, which began in late summer 2002, was expected to reduce farmers' access to their land further and therefore represents yet a new form of closure. If the closure policy persists, the private sector is expected to experience further decline, with serious long-term structural consequences. In addition to the losses incurred on various levels owing to closure, physical damage resulting from IDF incursions and attacks amounted to losses of \$728 million by the end of August 2002, including substantial damage to agricultural systems, infrastructure, public buildings and private houses. Extensive damage was caused to dwellings and the household effects of thousands of families in the occupied Palestinian territory. In April-May 2002, a donor-led damage assessment estimated the number of damaged and destroyed private and refugee housing units to be over 40,000.

C. Palestinian Authority fiscal situation

11. The International Monetary Fund (IMF) reported that the fiscal position of the Palestinian Authority was precarious and that it remained highly dependent on external budget support to pay civil servant salaries and to deliver key services. As a result of rising unemployment, reduced demand, increased difficulties in tax collection and the continued withholding by the Government of Israel of taxes collected on the Palestinian Authority's behalf, monthly revenues dropped from \$91 million in late 2000 to \$19 million in March 2003. A collapse of the Palestinian Authority was avoided by donor budget support, which totalled \$1.1 billion over the last two years. The recent resumption of tax revenue transfers by the Government of Israel was a positive development and allowed the Ministry of Finance to present, for the first time, a consolidated budget for 2003 to the Palestinian Legislative Council (PLC). On 1 February 2003, PLC approved the 2003 budget of the Palestinian Authority. The Ad Hoc Liaison Committee noted that, even assuming the newly reinstated regular monthly revenue transfers by Israel, continued budget support from donors at a level of \$44.6 million per month, for a total of \$535 million in 2003, was necessary to ensure that the budget was fully funded and arrears were settled.

III. United Nations response to the crisis

A. United Nations development assistance

12. Upon the outbreak of violence in September 2000 and the further worsening of the humanitarian situation owing to the Israeli incursions in April 2002, the United Nations system in the occupied Palestinian territory faced the challenge of rapidly adapting its activities and assistance to respond to the growing socio-economic crisis and emergency needs on the ground. This required the adoption of a two-track strategy that comprised both emergency humanitarian assistance and the

continuation, whenever and however possible, of ongoing development programmes. Some long-term development activities were postponed or cancelled, as priority had to be given to emergency activities. Despite the difficult working conditions, however, many development initiatives continued and these are discussed briefly below, according to the sectors defined by the Palestinian Authority in its Palestinian Development Plan.

Infrastructure and natural resources management

13. During the reporting period, the United Nations Development Programme (UNDP) continued its technical assistance and infrastructure support to local government in microregions in the West Bank and Gaza Strip. In the area of environmental conservation, UNDP and the Global Environmental Facility (GEF) continued to work together to preserve the wetlands in the Gaza Strip. The programme to clean up the wetlands of Wadi Gaza and turn them into a nature reserve is scheduled to be completed by July 2003. With \$7.8 million from the Government of Japan, UNDP initiated a project to develop a storm-water drainage system in the southern Gaza Strip in order to alleviate damage caused during the rainy season. Environmental health services provided by UNRWA to the refugee camp population included sewage disposal, management of storm-water runoff, provision of safe drinking water, collection and disposal of refuse and control of insect and rodent infestation. The United Nations Environment Programme (UNEP) prepared a desk study on the state of the environment in the occupied Palestinian territory.

Institutional capacity-building

14. UNDP played an important role in the Palestinian Authority reform efforts. Thanks to start-up support and technical assistance provided through UNDP and other donors, the Palestinian Central Elections Commission has been established and is functioning. UNDP also allocated funds for reform of local government and initiated a diagnostic study to identify the strengths and weaknesses of the local government system. Within the financial domain, UNDP provided support to reform the internal audit capacity of the Palestinian Authority in close cooperation with the Ministry of Finance and the General Control Institute.

15. The four-year Assistance to the Palestinian People programme of the United Nations Population Fund (UNFPA) consists of three subprogrammes, namely Reproductive Health, Population and Development Strategies, and Advocacy. Under its Population and Development Strategies subprogramme, UNFPA assisted Bir Zeit University in developing curricula for a multidisciplinary graduate course on population and development. Furthermore, UNFPA launched a project to strengthen the capacity of PCBS, the Ministry of Health and the Ministry of Education to promote connectivity between various elements of the statistical system. Progress was also achieved to integrate population communication concepts into the curricula of the Mass Communication Department at An-Najah University. With UNFPA support, PCBS launched a programme on population research and training of decision makers and middle managers on utilization of census and survey data. The contribution of the United Nations Educational, Scientific and Cultural Organization (UNESCO) to this sector included an independent mission to evaluate the Palestinian News Agency, WAFA.

16. The United Nations Conference on Trade and Development (UNCTAD) was able to complete phase I of the Customs Administration capacity-building project and achieved progress in four other ongoing technical assistance projects: support for small and medium-sized enterprise development; strengthening capacities in debt-monitoring and financial analysis; strengthening trade efficiency and strengthening trade policies and strategies.

17. The International Labour Organization (ILO) was in the process of concluding its technical assistance programme to the Palestinian General Federation of Trade Unions (PGFTU). This included capacity-building at the regional level and skills training at the local level and strengthening PGFTU training centres. Through its Better Skills for a Better Future project, ILO aimed to improve the quality of information technology skills by equipping computer training centres at Ministry of Labour vocational training centres in Ramallah, Jenin and Khan Younis. During the period under review, UNEP support allowed various Palestinian ministers and professionals to attend international conferences related to environmental issues in their respective sectors.

Human resources and social development

18. In the education sector, the single largest area of UNRWA activity, the Agency's expenditure in 2002 in the occupied Palestinian territory was \$84.4 million. The UNRWA education programme represents the Agency's chief investment in the human resources of Palestine refugee youth in the West Bank and Gaza Strip. However, despite progress in the construction and upgrading of Agency schools, lack of funds and sites for school construction meant that many schools continued to be accommodated in unsatisfactory rented premises and suffered from overcrowding. Through its Vocational and Technical Training Centres, the Agency provided skills training programmes for youth, in-service teacher training and pre-service teacher training, leading, during the 2002-2003 school year, to a first university degree for 2,596 trainees, of which over 1,000 were women. The UNDP Palestinian Schoolnet Project launched an educational Internet portal in May 2002 and established 20 computer centres in schools throughout the occupied Palestinian territory. UNESCO continued its project aimed at providing financial assistance to some 55 Palestinian students for university studies abroad.

19. In the health sector, UNRWA operated 51 health facilities, which provided comprehensive primary health care, handling 3.3 million patient visits in 2002. In addition, the Agency provided maternal health care through six maternity units integrated within its health centres in the Gaza Strip. UNRWA expenditure in 2002 for its health programme in the occupied Palestinian territory was \$25.1 million. The United Nations Children's Fund (UNICEF) focused on safeguarding important public health investments, such as child immunization campaigns. UNFPA activities in this sector included supporting provision of quality reproductive services and counselling in 48 health facilities through a comprehensive training programme for some 100 health personnel. Through a joint UNFPA/UNICEF initiative to improve adolescent lives, a plan of action was put together with the Ministry of Health to integrate reproductive health and gender concepts in the curricula of the 9th and 10th grades. UNFPA and the OPEC (Organization of Petroleum Exporting Countries) Fund for International Development, together with the Ministry, launched a joint project for prevention and management of HIV/AIDS in the Gaza Strip and the West Bank. In cooperation with the Ministry, the World Health Organization

(WHO) finalized the essential drug list now used as a basis for drug procurement. WHO further continued functioning as the secretariat of the Health Sector Working Group. Within the same donors-Palestinian Authority coordination framework, thematic subgroups on nutrition, mental health, health management information and reproductive health were established. WHO implemented activities in the area of nutrition, including the development of a nutritional and epidemiological surveillance system, and its Food Safety Initiative involved conducting training courses on the Hazard Analysis Critical Control Point System. The Brucellosis Control Project, implemented by WHO and UNDP with the relevant ministries, entered its final stages. The organization's Mental Health Programme included developing long-term mental health policy and legislation and an emergency project involving the support of community mental health centres. WHO was also engaged in its Decentralized Cooperation project, which involved linking communities in donor countries with communities in the developing world.

20. During the reporting period, UNDP published the Palestinian Poverty Report and the Human Development Report for 2002 and launched the Millennium Development Goals Report for the occupied Palestinian territory.

Human rights and women

21. The Office of the United Nations High Commissioner for Human Rights began its current two-year project in August 2002. This project included support for the rule of law in the form of human rights education. The Office conducted a number of training courses, such as four lawyer courses, one course on human rights for prison guards at the Gaza Central Prison and two human rights courses for Ministry of Planning and International Cooperation staff and Palestinian journalists. It supported and organized the visit of two staff of the Palestinian Legislative Council to South Africa and the development of guidelines on arrest and detention and the use of force and firearms for the Palestinian police. It continued its Assisting Communities Together (ACT) project to support grass-roots initiatives for the promotion and protection of human rights by means of small grant projects provided jointly by the Office and UNDP. UNICEF supported activities designed to promote the peaceful and non-violent participation of children and youth in the social and cultural life of the occupied Palestinian territory through summer camps, sports activities and youth forums. UNFPA worked to enhance further the capacity of three women's centres in reproductive health and psychosocial and legal counselling.

Productive sectors

22. UNDP continued its active support for rural and economic development. Approximately \$5.8 million in new projects in land reclamation and integrated rural development were initiated during the reporting period. In August 2002, UNDP launched a project to improve the economic stability of Bedouin communities in the West Bank and a project to revitalize the handicraft industry in the Bethlehem district. Under the UNDP employment generation scheme, \$3 million were allocated to restore and rehabilitate cultural heritage sites damaged in the conflict. To help alleviate poverty, a component of the UNFPA economic empowerment project was introduced, whereby disadvantaged women and their families were trained on managing small businesses and received loans or grants. WHO launched its Good Manufacturing Practice (GMP) Initiative for the purpose of working towards the implementation of the WHO GMP standard. ILO proposed the creation of a

Palestinian Fund for Employment and Social Protection. Its role would be to design and deliver efficient and effective solutions to aid the growth of social and human capital, support the development of the Palestinian business community and create job opportunities that address the needs of the most vulnerable groups of the population.

23. In October 2002, UNESCO carried out a cultural heritage mission to finalize the plan of action for the Conservation Master Plan for Bethlehem. Two more cultural heritage missions were dispatched to Nablus at the end of 2002 for the project on technical assistance for the rehabilitation of the Khan Al-Wakalat caravanserai.

B. United Nations assistance emergency focus

Infrastructure and natural resources management

24. UNRWA continued implementation of its Jenin Rehabilitation Project, which includes reconstruction of the homes of 419 families that were demolished in the refugee camp during the Israeli military incursion in April 2002. Furthermore, by the end of February 2003, UNRWA had provided financial assistance to 3,134 families to repair minor damage to their homes. The rebuilding of sections of the camp destroyed in April 2002 and of homes damaged in subsequent IDF incursions was seriously hampered by closures, curfews and Israeli military operations. In spite of these obstacles, removal of all debris was completed by the end of March 2003. WHO provided the engineering consultancy to assess the condition of the infrastructure in the camp and to prepare a feasibility study and cost estimates for any new and remedial work needed to ensure a reliable water supply and drainage system. The assessment of water and waste-water networks began on 20 February 2003.

25. In the Gaza Strip, since the beginning of the crisis in September 2000, a total of 1,083 shelters belonging to 1,098 refugee families (7,466 persons) were destroyed or damaged beyond repair as a result of Israeli military actions. Some 1,165 additional shelters sustained various degrees of repairable damage. In response, UNRWA in Gaza reconstructed, or is in the process of reconstructing, 983 dwellings. Further repairs on 1,110 shelters were either finished or under way. Between 1 May 2002 and 31 March 2003, UNRWA offered financial assistance totalling \$1,030,446 to 141 families to reconstruct their dwellings that were destroyed in the West Bank (excluding Jenin). Financial assistance amounting to \$274,853 went to another 102 families whose dwellings sustained major structural damage. A total of 6,520 families received grants totalling \$2,707,232 to carry out minor repairs to their homes.

Emergency support to key sectors

26. UNRWA addressed the challenges presented by curfews and closures to its educational programmes by conducting remedial classes for 60,000 children in the Gaza Strip. In the West Bank, the Agency's ability to mount effective and sustained emergency education interventions was undercut by a regime of closure that restricted movement to a much greater degree than in the Gaza Strip. There were 9,708 students in the West Bank attending remedial education classes as of 31 March 2003, while 7,879 students took part in extra-curricular activities during the

summer of 2002. The UNICEF response to the education emergency also focused on ensuring that as many children as possible had the opportunity to continue learning, even if they could not reach their schools owing to closure and curfew. To this end, UNICEF supported alternative education projects and the "back to school" campaign to ensure that 1 million Palestinian children would be back in school by September 2002.

27. UNRWA emergency interventions in the health sector included the provision of mobile medical teams and enhancing the capacity of emergency and casualty care systems. UNRWA also established a community-based programme for providing counselling and psychological support to vulnerable population groups in the West Bank with special emphasis on youth and children. UNRWA assistance to refugees sustaining physically disabling injuries took the form of physiotherapy, prostheses, training and modifications to housing to enhance physical mobility. UNDP provided emergency funding for health sector medical equipment, supplies and training. Given the grave consequences of restricted access for women in labour, UNFPA continued a community-based emergency obstetric care programme, whereby training was provided to 160 health personnel in maternal and newborn care. Medical equipment and supplies, essential obstetric drugs and contraceptives were procured by UNFPA. The UNICEF response to the increased psychosocial distress among Palestinian children included the training of school counsellors, kindergarten teachers and social workers, while UNDP was in the process of establishing three district-level psychological counselling centres. With UNFPA support, psychosocial counselling was provided to women and their families through three model women health centres, and to youth and adolescents within the school health and counselling programmes. WHO supported the establishment of the Health Inforum, aimed at supporting decision-making capacities of the health sector working groups and focusing on the collection of health data. WHO provided the Ministry of Health with logistic support for the transportation of medicines and vaccines and continued to provide customs clearance support to United Nations agencies and the Ministry.

28. The World Food Programme (WFP) approved, in May 2002, its emergency operation programme, the objective of which is to cover the increased food requirements of the non-refugee population affected by the current humanitarian crisis. In addition, in 2003 WFP began a supplementary feeding programme for 6,145 malnourished children and their families in the Gaza Strip and the southern West Bank. WFP was also providing 11,190 metric tons of foodstuffs to the International Committee of the Red Cross (ICRC) to assist 180,000 hardship cases in the rural areas of the West Bank. The Food and Agriculture Organization of the United Nations, in close technical cooperation with WFP, UNDP/Programme of Assistance to the Palestinian People and UNRWA, assisted in the drafting of the Food Security Strategy for the Humanitarian Action Plan for 2003. The overall objective of this plan was to prevent deterioration in the nutritional situation of the population and a collapse of the agriculture-based household economy.

29. Although its technical assistance is mainly geared to addressing institutional capacity needs, in the last quarter of 2002 UNCTAD initiated joint efforts with the Palestinian Authority Ministry of Economy, Trade and Industry and the Palestinian Agriculture Relief Committee (PARC) to support the livelihood of Palestinian farmers. The objective was to assist Palestinian farmers to market their large surplus of olive oil through international trade and targeted market access.

Human rights and women

30. UNFPA, WHO and UNICEF formed an advocacy group on health to promote easy access to health care for the Palestinian population. UNFPA helped the Ministry of Health to produce a documentary on the adverse impact of the closures on access of women in labour to hospitals and for safeguarding reproductive rights of Palestinians. Furthermore, the group assisted PCBS in assessing the impact of the construction of the Israeli "separation wall" and the resulting displacement of populations. Through a UNFPA initiative, participants from four Palestinian women's NGOs were trained in Bratislava on effective techniques to promote gender concerns in emergencies and post-conflict situations.

Emergency support to productive sectors

31. Since September 2000, UNDP has mobilized over \$100 million for its Emergency Response Programme, designed to provide humanitarian assistance and alleviate economic hardship, mainly through labour-intensive, employment-generating infrastructure projects. Major projects initiated by UNDP include projects to restore damaged public and private infrastructure in towns and refugee camps, as well as health-care infrastructure, employment generation through restoration of damaged historical sites and the "Tashghil" project, designed to create jobs by developing and improving social and agricultural infrastructure and cultural heritage sites. UNDP also launched a multicomponent humanitarian assistance project designed to reactivate local markets by buying local products for food distribution.

32. WFP implemented its Food-For-Work and Food-For-Training schemes wherever possible in order to sustain agriculture and food production in the current conditions. A total of 17,500 families were participating in community works that include terracing, rehabilitation of agricultural land, rural access roads and water systems, home gardens and rehabilitation of schools and clinics. Furthermore, with the goal of providing vital support to 1,600 poor farmers, WFP purchased locally and redistributed 272 metric tons of olive oil, the main local agricultural produce. As part of its response to worsening levels of poverty among refugees, UNRWA expanded the number of short-term employment opportunities, with an emphasis on the Gaza Strip. By the end of March 2003, over 272,000 individuals had benefited from this programme since its inception in January 2001. UNCTAD initiated joint efforts with the Palestinian Authority Ministry of Economy, Trade and Industry, and PARC, to support the livelihood of Palestinian farmers by assisting them to market their large surplus of olive oil.

C. Coordination

33. UNSCO provided support to United Nations programmes and agencies in the West Bank and Gaza Strip, both those with representation in the field and those based abroad. UNSCO convened the monthly United Nations coordination meeting, which was the principal forum for coordination of United Nations development assistance in the occupied Palestinian territory. During the reporting period, eight such meetings were held with the participation of 12 agencies working in the West Bank and the Gaza Strip.

34. On 12 November 2002, UNSCO organized the annual United Nations inter-agency meeting to provide the United Nations and assistance community with the opportunity to review the findings of the report entitled: "Humanitarian Plan of Action for the Occupied Palestinian Territory". The meeting served as an opportunity for discussion among the wider aid community about a strategic response to the humanitarian aspects of the current crisis. The meeting, which was also attended by the Palestinian Authority, identified further work that needs to be undertaken in the following areas: (i) development of a strategic approach to humanitarian needs; (ii) strengthening the coordination structure with emphasis on the Palestinian Authority's leading role; (iii) creation of an access tracking device in terms of delivery and utilization of assistance; and (iv) integration of advocacy into humanitarian work. Within the wider donor coordination framework, UNSCO continued to represent the United Nations system in various donor bodies aimed at strengthening the programmatic and advisory role of the United Nations, particularly in facilitating Palestinian Authority-donor relationships.

35. The United Nations Office for the Coordination of Humanitarian Affairs established five field offices with a view to supporting local coordination and priority-setting. Through its field offices and the establishment of the Humanitarian Information Centre, the Office provided extensive and relevant information on the humanitarian situation and tracked issues which affect the situation, such as closures and curfews, house demolitions and access problems. The Centre also hosted an incident tracking system, which assisted the United Nations and other partners in their dealings with the Israeli authorities. The Office further compiled information and data on the humanitarian crisis with a view to raising awareness and respect for international humanitarian law and facilitating sustainable solutions to the crisis.

IV. Donor response to the crisis

36. Since 2000, the donor community rapidly adapted its activities to respond to the socio-economic and humanitarian consequences of the crisis, without losing sight of medium and long-term development programmes. While donor commitments increased in 2002, the ratio of development assistance to emergency and budgetary assistance shifted from 7:1 in 2000 to 1:5 in 2002. Although overall commitments increased by 57 per cent in the period, development assistance declined by 70 per cent, while emergency and budgetary assistance increased by a factor of 10. During the reporting period, international community support focused on Palestinian Authority institutional reform efforts, direct support to the Palestinian Authority budget and on mitigating the impact of the economic and social crisis.

A. Support to Palestinian reform

37. In response to the publication of the 100-day Plan of Reform by the Palestinian Authority, in July 2002 the Quartet established the Task Force on Palestinian Reform in order to monitor and support implementation of Palestinian civil reforms and guide the international donor community in its support for the Palestinians reform agenda. This has resulted in significant technical and programmatic donor support in all reform areas. The Task Force worked with Palestinians to develop the Reform Action Plan, which highlighted Palestinian commitments, established

benchmarks, identified obstacles to reform and proposed areas for donor assistance. It conducted its activities through seven Reform Support Groups in the areas of civil society, elections, financial accountability, judicial and rule of law reform, market economics, local government and public administration and civil service reform.

38. In its meeting in London on 20 February 2003, the Task Force recognized that the ongoing conflict, continued restrictions on freedom of movement of persons and goods, deterioration of the humanitarian situation and destruction of local infrastructure and facilities constituted a significant hindrance to reforms. Noting the difficult security situation, it welcomed the clear and considerable progress made in several areas of Palestinian civil reform, in particular, the implementation of significantly higher standards of fiscal transparency and accountability, as well as work towards development of the public institutions and laws needed to promote a market economy. The Task Force also welcomed the decision of the Government of Israel to resume monthly transfers of Palestinian tax revenues, which permitted the Ministry of Finance to submit a fully financed budget for 2003.

39. The Task Force commended efforts to develop appropriate legislation and to coordinate economic policy with Palestinian business leaders. It also noted the considerable progress made in public administration and civil service reform but observed that progress in some areas, such as judicial reform, had been much slower. While acknowledging Israel's legitimate security concerns, there was consensus in the Task Force that mobility restrictions constituted a major impediment to reform, slowing progress and undermining the credibility of the reform process in many areas.

B. Emergency support

40. *Budgetary support.* According to IMF, Palestinian Authority average monthly expenditures dropped from \$107 million prior to the crisis to \$82 million in the first half of 2002. Non-wage expenditures accounted for only \$24 million in mid-2002. This was relieved somewhat in late 2002 with the emergency services support programme, which, from September 2002 to February 2003, provided an average of \$5.5 million per month for non-salary expenditures. Of the total international support in 2002, 56 per cent of the international commitments (and 60 per cent of the disbursement) went to budgetary support of the Palestinian Authority and municipalities. However, international budgetary support remained below what was needed. While the Ad Hoc Liaison Committee estimated the budgetary support needs for 2002 to be \$876 million, actual disbursement was only \$450 million. Palestinian Authority budgetary support from donors was not allocated formally to any particular public expenditure line; however, it provided 53 per cent of the Palestinian Authority's cash expenditures in the 2002 budget and ensured that its top fiscal priority — the payment of salaries — could be met. (Donors effectively financed some 75,000 staff and their families, in total, 480,000 people.) For the first time since its establishment, the Palestinian Authority published a detailed general budget for 2003. The budget aimed to eliminate any financing gap in 2003 and to clear the Palestinian Authority's debt, thereby restoring its credibility with the private sector, while providing a major stimulus to the recovery of commercial activity. For this to succeed, two things were needed: continued regular transfers by the Israeli Government of withheld tax revenues and continued donor budgetary support.

41. *Non-budgetary support.* Representatives at the meeting of the Ad Hoc Liaison Committee, held in Oslo in April 2002, noted the continued need for donor support in basic service delivery, private sector support, employment and welfare and physical reconstruction. Assistance in these areas needed to strike a balance — to the extent possible — between responding to emergency needs and the medium-term development priorities, while avoiding the creation of habitual dependencies. As the World Bank's economic assessment showed, support in all of the areas fell significantly short of the needs estimated by the Ad Hoc Liaison Committee. The \$921 million needed translated to the disbursement of \$329 million. In terms of basic service delivery, of the needed \$219 million, \$94 million were disbursed. The private sector received \$19 million of the needed \$75 million. Of the \$327 million needed for employment and welfare, \$151 million were actually disbursed. In terms of physical reconstruction, while the needs were estimated at \$300 million, the disbursement was \$65 million. The discrepancy between needs and actual disbursements was due to a number of factors. In some cases, donor institutional priorities affected the disbursement, while in others, the unavailability of funds and competing priorities caused the shortfall. Furthermore, in areas such as physical reconstruction, the Palestinian Authority and the donors were reluctant to repair infrastructure that could well be damaged again in the near future. According to the Palestinian Emergency and Public Investment Plan, issued in January 2003, priority areas requiring support in 2003 were job creation, cash and food assistance, health and environmental health, education and social services.

C. Donor coordination

42. The Ad Hoc Liaison Committee met again in London on 18 and 19 February 2003. It focused on the socio-economic and humanitarian situation, the fiscal situation, Palestinian reform, challenges to the assistance community and strategies for 2003. Committee members reaffirmed their commitment to restoring the capacity of the Palestinian Authority at the national and municipal levels to deliver basic services and provide law and order and agreed to work to recreate the conditions of normal economic life. Israel's cooperation in easing restrictions on the movement of goods and people and facilitating and safeguarding the work of the donor community were seen as central to these objectives. While the Ad Hoc Liaison Committee meeting was not a formal pledging conference, a number of donors announced financial contributions to meet immediate needs. Emergency needs for 2003 total approximately \$2 billion. Of this, donors have pledged to disburse \$1.2 billion during the course of the year.

43. The reporting period saw considerable discussion as to how coordination could be strengthened. This resulted, *inter alia*, in agreement to rationalize reporting arrangements under the Quartet and to establish a Humanitarian and Emergency Policy Group as an organ of the Local Aid Coordination Committee. There was consensus between the Palestinian Authority and donors that sectoral coordination needed to be simplified in the light of the emergency and discussions on the subject have been scheduled with the new Palestinian Authority Government. Operational coordination on the field level has also been strengthened and has profited from the newly established presence of the United Nations Office for the Coordination of Humanitarian Affairs.

V. Challenges ahead

A. Securing access and protection

44. Since the start of the intifada, in September 2000, the issue of access continued to be of critical concern to the international aid organizations. During the reporting period, Israel placed serious obstacles in the path of the international community's efforts at effective and efficient delivery of humanitarian and emergency assistance. Access to locations within the West Bank and Gaza Strip is not afforded on a uniform and reliable basis. Entire areas are and have been inaccessible for months at a time. Fixed roadblocks and manned checkpoints delay movement and the security of staff and goods is increasingly under threat owing to disregard by Israel Defense Forces troops of the right of access and their failure to recognize the symbols of international organizations. This was most tragically exemplified by the death of UNRWA staff member Ian Hook in Jenin on 22 November 2002.

45. My Humanitarian Envoy, Ms. Bertini, during her mission in August 2002, obtained from the Government of Israel several commitments that represent a minimum and specific set of humanitarian standards. The commitments were delivered in the context of health, water, immunities commonly enjoyed by international organizations and fishing rights. Reporting on the established benchmarks shows little progress so far. Consistent delays of ambulances at checkpoints continue, with patients in critical condition facing denial of access on a regular basis and medical staff often coming under fire; localities under curfew experience difficulties in receiving water tanks; the Gaza fishing zone has not been extended to 12 nautical miles. The United Nations will continue to track Israeli adherence to and compliance with the commitments submitted to the Bertini mission.

46. In these difficult circumstances, the Task Force on Project Implementation has played a useful role in enhancing the effectiveness of donor assistance. Particularly at the operational level, there has been some improvement in obtaining mobility of national staff. Moreover, the Israeli authorities have decentralized and strengthened their liaison system throughout the West Bank and have made additional staff available to resolve incidents and coordinate movement. Despite the progress achieved, outstanding issues remain. The Task Force has been unable to engage its Israeli interlocutors in a serious policy dialogue on how to enhance access and guarantee protection of its staff and goods without endangering Israeli security. It has been equally unable to initiate a dialogue on how to enhance the movement and security of project staff and aid beneficiaries. In order to overcome these constraints, the Task Force will maintain its emphasis on a dual-level approach — policy and operational — in pursuing its mandate, but at the same time will engage high-level bodies such as the Ad Hoc Liaison Committee and the Quartet to take on access and security-related issues also.

B. Maintaining the development agenda

47. Since the outbreak of the intifada, decreased revenues and severe mobility restrictions have led to a severe drop in the reliability and quality of Palestinian Authority service delivery, especially at the municipal level. Islamic welfare organizations have become relatively more important in meeting urgent needs.

Palestinian Authority ministries have been compelled to respond to the immediate humanitarian crisis, leaving little or no capacity for strategic planning. The challenge for the Palestinian Authority has been and remains to restore public confidence in national institutions, which requires reliable service delivery, while developing a more strategic outlook. Reforms under way in the financial field, moves initiated to develop a transparent national public investment strategy and the establishment of a separate Ministry for Planning are promising steps in the right direction. The challenge for donors has been and remains to balance their responsibility to respond to the immediate humanitarian needs, while continuing efforts to support long-term development and institutional capacity-building. Should a successful political process lead to the lifting of mobility and other restrictions, the economic situation could improve rapidly and the international community and the Palestinian Authority have to be ready to shift priorities quickly and accordingly. The United Nations and the donor community must explore ways in which to support Palestinian Authority planning, aid coordination, management and delivery capacity to meet immediate needs, while laying the basis for an economically viable Palestinian State, one in which the private sector can thrive as the engine of growth and internationally funded public investment is strategically deployed.

VI. Conclusions

48. In the past year, the humanitarian and socio-economic crisis in the occupied Palestinian territory reached unprecedented levels. We have seen a dramatic reduction in the capacity of Palestinians to manage their own affairs and a growing dependency upon aid — budgetary, technical and humanitarian. The challenge ahead is how to meet urgent needs without undermining — and if possible by strengthening — the prospects for a viable Palestinian State. A critical objective must be to restore the depleted administrative, financial and service delivery capacities of the Palestinian Authority, while continuing to meet emergency requirements.

49. Meeting the immediate challenges requires full respect by the parties for their obligations under international humanitarian law. They must make every effort to facilitate the work of United Nations agencies and partners in the donor and aid communities. I call especially upon the Government of Israel to take immediate steps to lift restrictions, to revive the economy, restore Palestinian livelihoods and facilitate the work of the assistance community, including improving the freedom of movement of aid workers and beneficiaries.

50. The far-reaching efforts of the donors to provide financial assistance for the humanitarian agencies and to support the Palestinian Authority's budget are to be commended and must continue. I call upon the international community to provide the necessary resources for the assistance programmes for the Palestinian people. I would draw particular attention to the latest emergency appeal of UNRWA, which provides vital services for hundreds of thousands of Palestinians.

51. While international assistance can alleviate the suffering of the Palestinian people, only a comprehensive political settlement, which leads to the end of the occupation, can provide a real solution to the humanitarian and

economic crisis faced by growing numbers of people in the West Bank and Gaza. Such a solution is offered in the Quartet's road map presented to the parties on 30 April, which calls for parallel steps addressing security, economic, humanitarian and political issues that will facilitate the establishment of an independent, democratic and viable State of Palestine, living side by side with Israel in peace and security.

52. The United Nations system will continue to work within the Quartet and with the donor community, as well as the parties, to achieve a political solution through the implementation of the road map and to improve the living conditions of the Palestinian people.

Notes

¹ See *Official Records of the General Assembly, Fifty-seventh Session, Supplement No. 13* (A/57/13).

² See S/2003/529, annex.



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Special economic, humanitarian and disaster relief assistance

Strengthening the coordination of emergency humanitarian assistance of the United Nations

Report of the Secretary-General

Summary

The present report addresses the theme of "Strengthening of the coordination of United Nations humanitarian assistance, with particular attention to humanitarian financing and effectiveness of humanitarian assistance and the transition from relief to development".

The report examines some of the key humanitarian developments and challenges of the past year. Some of the issues addressed relate to the protection of civilians, internally displaced persons, contingency planning, natural disasters and HIV/AIDS in the context of emergencies. The report then provides a detailed analysis of the two main themes of the report and addresses the major challenges faced in the context of the transition from relief to development and humanitarian financing.

* A/58/50/Rev.1 and Corr.1.

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Introduction

1. The present report has been prepared pursuant to General Assembly resolution 46/182 of 19 December 1991, in which the Assembly requested the Secretary-General to report annually to the Assembly and the Economic and Social Council on the coordination of emergency humanitarian assistance. The report is also submitted in response to the requests contained in Assembly resolution 57/153 of 16 December 2002 and Council resolution 2002/32 of 26 July 2002 on the strengthening of the coordination of emergency humanitarian assistance of the United Nations.

I. Humanitarian situation, 2002-2003

Humanitarian developments and challenges

2. Developments in the humanitarian environment during the past year have been mixed. There are positive indications — albeit to varying degrees — that long-standing conflicts in Afghanistan, Angola, Burundi, Sierra Leone and the Sudan might be moving towards resolution. However, there has also been a re-emergence of conflict in Liberia and an outbreak of civil war in Côte d'Ivoire, further complicating the situation in West Africa. In other parts of the world, including Colombia, the Democratic Republic of the Congo, Somalia and the Occupied Palestinian Territory, protracted conflicts continue to deepen the humanitarian suffering of civilians. Most recently, the attention of the world has been focused on the war in Iraq, where the importance of promoting principled interaction with the occupying Power has presented a key challenge to humanitarian coordination.

3. There has been an aggravation of the ravages of drought and food shortages in the Horn of Africa and southern Africa by human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), a development that has challenged the humanitarian aid community to rethink its approach to humanitarian emergencies exacerbated by the epidemic. In the area of natural disasters, improvements in operational tools need to be reinforced by greater cooperation between the international community and national and regional response actors so as to ensure better synergies in disaster management.

4. The humanitarian community continues to focus its response to these diverse crises around ensuring that assistance and protection are provided to affected populations in accordance with the humanitarian principles of independence, neutrality and impartiality. The ultimate goal is to ensure that durable solutions are found, thus setting the stage for sustainable development. This requires collaborative partnerships among the humanitarian community, Governments and local actors. The contribution of regional organizations to humanitarian assistance efforts is becoming increasingly important.

5. Ensuring that humanitarian staff are able to operate in safe and secure environments is one of the more prominent operational prerequisites of the successful delivery of humanitarian assistance. Secure humanitarian access needs to be coupled with adequate, flexible and predictable resources in order to ensure that humanitarian aid is timely, adequate and effective. Reliable information, heightened advocacy efforts and effective contingency planning, taking into account the

regional effects of crises, are also needed to support effective humanitarian assistance.

6. In the context of these humanitarian developments and challenges, a number of issues, such as the transition from relief to development, humanitarian financing, protection of civilians, internally displaced persons (IDPs) and HIV/AIDS in the context of emergencies, would benefit from the attention of Member States. These and other key issues are discussed in the body of this report.

1. Protection of civilians

7. The protection of civilians in armed conflict continues to be a priority issue across the United Nations system. To a large extent, humanitarian crises are in fact crises of protection. Effective implementation of the principles of protection and international human rights and humanitarian standards requires strengthened coordination on a wide range of issues, including the proliferation of small arms and landmines, disarmament, demobilization and reintegration of combatants, security, law and order, sexual exploitation of women and children in conflict, the rights and special needs of refugees and internally displaced persons and the restorative justice issues of impunity and property rights.

8. Pivotal to the protection of civilians in a number of current complex emergencies is the need to obtain unhindered and sustained access to populations in need. In both Côte d'Ivoire and Liberia, access to populations in need is severely limited, especially in areas controlled by rebels. (Currently, less than 30 per cent of Liberian territory is accessible to humanitarian workers.) In the Occupied Palestinian Territory, closures and curfews imposed by Israel in response to suicide bombings and other attacks continue to impact adversely on humanitarian access and the protection of civilians more generally. Despite assurances received from Israeli authorities, access remained difficult for humanitarian agencies. The humanitarian situation in the Occupied Palestinian Territory has continued to deteriorate since the mission of the Secretary-General's Personal Humanitarian Envoy in August 2002. Restrictions on movement, the concomitant loss of access to services for the satisfaction of basic needs and the destruction of houses and other infrastructure serve to increase levels of civilian suffering. In the Republic of Chechnya of the Russian Federation, the main focus has been on upholding the principle of voluntary return, especially for the 15,000 internally displaced persons still in camps in Ingushetia, on the need to allow access to registration for civilians who have sought refuge in Ingushetia, and on the need to protect civilians caught in the midst of the conflict in Chechnya itself.

9. In longer-term conflicts, the protection-of-civilians agenda offers the formula of collective framework agreements between the parties to the conflict and the international humanitarian community as a way of allowing safe and sustained access to those in need. Operation Lifeline Sudan, which provides an operational framework within which United Nations bodies and non-governmental organizations in the Sudan may secure access to civilians impartially and equitably regardless of their location, provides a good model for such framework agreements. Even where such framework agreements exist, however, ensuring implementation and accountability of both State and non-State actors remains a challenge.

10. A series of regional workshops on the protection of civilians convened for southern Africa, South-East Asia and Europe identified their main protection

concerns, which were the need to separate civilians from armed elements and the impact of terrorism and counter-terrorism initiatives on the protection of civilians. The intermingling of combatants with civilian communities is an increasingly urgent concern. During complex emergencies and the subsequent transition to peace, cooperation between neighbouring States in order to combat this problem can be vital, particularly in respect of the need for host countries to ensure that refugee camps are established at a sufficient distance from borders (in order to minimize the risks to civilians, to enhance safe humanitarian access and to facilitate security in the camps). The rise of terrorism and the range of counter-terrorism initiatives by Governments have generated a number of difficult protection issues. It is crucial that Member States respond to security threats in a manner that safeguards the rights of civilians and is in accordance with principles of international humanitarian law and human rights law. "Counter-terrorism" should not be used to justify the suppression of basic human rights.

2. Staff security

11. Safeguarding the security of humanitarian personnel remains a pivotal challenge to the United Nations and its humanitarian partners. The past year has witnessed a number of tragic losses of humanitarian staff, most notably in Liberia, with the murder in February 2003 of 3 Adventist Development and Relief Agency staff in the north and the disappearance in March of almost 200 United Nations and non-governmental organization staff members, of whom half remain unaccounted for. Four Red Cross volunteers were murdered this year in western Côte d'Ivoire; abductions of humanitarian workers have taken place in Chechnya; and humanitarian workers have been killed in the Occupied Palestinian Territory. Equally tragic incidents have taken place in Afghanistan, the Democratic Republic of the Congo, Somalia and the Sudan. These tragedies serve to illustrate the precariousness of the security environment often encountered by humanitarian staff and the dangers inherent in providing humanitarian assistance during conflict. It also reveals a disturbing trend of blatant disrespect for humanitarian work. Despite the strengthening of the United Nations security management system and the increased cooperation that is taking place between the United Nations and its non-governmental organization partners, little can be done when humanitarian personnel are sought out and specifically targeted by belligerents. It is therefore crucial that Governments and non-State actors provide stronger commitments to the humanitarian community so as to ensure that a climate of impunity does not prevail in such situations and that those responsible for attacks against humanitarian staff are promptly brought to justice.

3. Humanitarian and military relations

12. Since the early 1990s, military forces have become increasingly involved in humanitarian activities. This involvement in what traditionally has been seen as "humanitarian space" raises significant issues in respect of principles, as well as policy and operational questions. In response to this challenge, "Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies" (MCDA Guidelines)¹ were developed and released in March 2003, after an intensive consultative process involving Member States, the United Nations and the Inter-Agency Standing Committee (IASC). In recognition of the fact that the MCDA Guidelines address only one aspect of the

interface between the humanitarian community and the military, namely, the use of military and civil defence assets, IASC is examining how best to address the issue of guidance on the broader aspects of the civil-military relationship in humanitarian crises.

13. The issue of civil-military relations has been brought to the fore most recently in the context of Iraq, where there has been a need to balance the responsibilities, under the Geneva Convention relative to the Protection of Civilian Persons in Time of War,² of the Coalition Forces, as the occupying Power, against the traditional role of the United Nations and other organizations providing humanitarian assistance. An important development in this context was the endorsement and release by the Secretary-General in March 2003 of "General Guidance for Interaction between United Nations Personnel and Military and Civilian Representatives of the Occupying Power in Iraq" (General Guidance for Iraq).³ This document addresses the gap that has long been a crucial issue for United Nations humanitarian bodies and constitutes a significant step forward in terms of clarifying the parameters of the relationship on the ground.

4. Update on internally displaced persons

14. Nascent peace has created opportunities to substantially improve the lives of internally displaced persons in places as diverse as Afghanistan, Angola, Sierra Leone and Sri Lanka. In the wake of recent moves towards peace, large numbers of internally displaced persons and refugees have returned home in each of these countries. Lack of access to land and inadequate property rights, however, pose a significant challenge to IDP, refugee and returnee protection and assistance in transitional settings. In many instances, land and property have been taken over by elites, military leaders or other ethnic groups, risking tension and jeopardizing the stability of peace processes. Inadequate property rights and insecure access to land can exacerbate a returnee's level of vulnerability. Women in traditional societies are particularly affected. The fact that they are often discriminated against in terms of inheritance rights and access to property and as a result are deprived of an economic base, leads to poverty for themselves and their children. More generally, returnees who have no certainty of sustained access to the same piece of land are unlikely to make investments to increase agricultural productivity and food security. An uncertain future may also encourage the migration of returnees to urban areas, where they become mired in extremely poor living conditions.

15. In many post-conflict cases, judicial institutions are often weak and unable to provide recourse. Angola, however, has in place a legal framework based on its Constitution, international legal instruments and the Guiding Principles on Internal Displacement (E/CN.4/1998/53/Add.2, annex) that is beginning to deal with some of the difficult issues surrounding protection of and assistance to internally displaced persons during transition. The Norms on the Resettlement and Return of Displaced Populations, along with their more detailed *reglamento*, specify the preconditions and social targets related to State administration, land, health, water, sanitation and education that must be achieved during resettlement and return. Originally crafted with support from the United Nations to address poor conditions in resettlement areas, these laws have continued to be useful during return and have framed discussion on the types of post-conflict assistance needed.

16. Nonetheless, as has been the case with the robust legal framework that exists in Colombia, implementation of the Norms has been inconsistent. Only about 50 per cent of IDP resettlements and 30 per cent of IDP returns are consistent with the preconditions specified. Part of the difficulty in achieving greater implementation has been a lack of government capacity at provincial, municipal and local levels. Support and funding for this type of capacity-building are frequently low, despite its critical role in the creation of sustainable conditions for return.

17. This challenge, like others associated with IDP protection and assistance in times of both emergency and transition, underscores the importance of a collaborative approach, given the global dimensions of internal displacement. The range of activities required to support and protect IDP populations, particularly in transition, are considerable — for example, establishing legal frameworks that secure property rights, supporting government capacity-building, restoring livelihoods and providing basic social services. The inter-agency Internal Displacement Unit, whose mandate was extended for the year 2003, supports country teams with the development of collaborative approaches in the field. Recently, the Unit has provided support in Afghanistan, the Democratic Republic of the Congo and Iraq. It provides specialized advice to resident/humanitarian coordinators, develops common training and facilitates the development of strategies and agreed frameworks. The Unit and the Representative of the Secretary-General on internally displaced persons are working to promote system-wide improvements in response; and the Unit is also pursuing efforts to develop parameters for a collaborative approach to help make IDP-related activities more predictable.

5. Gender mainstreaming

18. The need for greater integration of a gender perspective into emergency humanitarian assistance continues to be an important challenge confronting the United Nations, its humanitarian partners and Member States. IASC and its constituent members have developed a range of policies, strategies and guidelines aimed at ensuring that the issue of gender perspectives and the needs, priorities and experience of women and girls are consistently addressed by all personnel involved in humanitarian operations. The challenge remains of ensuring full implementation and utilization of those methods and tools. Concrete measures aimed at systematically integrating a gender perspective into the full range of emergency operations, from their initial stages, are critical to the effective targeting of emergency humanitarian assistance on the ground. Of particular concern is the need for enhanced protection capacities for women and girls in refugee and IDP camps. Integration of a gender perspective is equally vital to the effectiveness of post-conflict reconstruction processes. It is essential that efforts to mainstream gender recognize women not only as victims of complex emergencies, but also as an important key to their solution.

6. Protection from sexual exploitation and abuse

19. The problem of sexual exploitation and abuse remains one of the most pressing issues arising in complex emergencies and armed conflicts. In July 2002, IASC adopted the Plan of Action prepared by the Task Force on the Protection from Sexual Exploitation and Abuse in Humanitarian Crises,⁴ which established six core principles representing minimum standards of behaviour expected of all United

Nations civilian staff members. A draft Secretary-General's bulletin that will further institutionalize the six core principles through their incorporation into the codes of conduct and staff rules and regulations of all member organizations is currently being finalized. The Task Force is continuing to work on appropriate disciplinary procedures to be followed in the event of a breach of these principles. Several Member States are formally adopting policies requiring incorporation of the core principles into their own agreements with operational partners, as encouraged by the Plan of Action. Humanitarian agencies outside the United Nations system are engaged in similar efforts to adopt or revise their own codes of conduct.

20. Efforts to address the problem of sexual exploitation and abuse in humanitarian crises need to be reinforced by concrete action on the part of Member States if they are to be truly effective. The incorporation of the core principles into standards and codes of conduct for national armed forces and police forces, and the insistence by donor countries that all of their implementing partners include the core principles in their codes of conduct prior to release of donor funding, would facilitate this goal considerably. Another important measure for Member States would be to apply appropriate follow-up action in response to allegations of sexual abuse and exploitation by their troops and to report to the Security Council on the action taken.

7. Emergency preparedness and contingency planning

21. Proper preparedness and contingency planning, including improved early warning capacity to identify possible disaster and crisis risks, are essential elements of an effective response to a natural disaster or complex humanitarian emergency. IASC has played a pivotal role in leading inter-agency processes that developed and endorsed the "Inter-Agency Contingency Planning Guidelines for Humanitarian Assistance" (Contingency Planning Guidelines). The United Nations has also been strengthening the early warning tools and capacities of relevant departments and agencies, as well as country teams, to enable them to better plan for primary and secondary scenarios.

22. The regional contingency planning and preparedness effort that the United Nations and its partners undertook prior to the war in Iraq was a comprehensive and resource-intensive exercise. IASC played a key role in ensuring the development of contingency plans in and around Iraq that allowed agencies to pre-position supplies (a task hindered by the lack of advance contributions from donors) and to pre-deploy key response personnel. It also set the scene for close collaboration between the resident coordinators, United Nations organizations, the Red Cross Movement, the International Organization for Migration (IOM) and non-governmental organizations. Other important aspects of the contingency planning included the early launch of a preparedness "flash appeal" for Iraq, the deployment of humanitarian affairs officers in neighbouring countries, and the early establishment of common services, the Joint Logistics Centre, humanitarian air services, the Humanitarian Information Centre (HIC), the Integrated Regional Information Network (IRIN) and online coverage on ReliefWeb.

23. Improved coordination between members of IASC in preparedness and contingency planning remains a key objective for other complex emergencies. The incorporation of inter-agency contingency plans into the existing planning of United Nations country teams, based on the Contingency Planning Guidelines and common

assessments of levels of humanitarian risk, would strengthen their capacity to respond to natural disasters and complex emergencies. Enhanced coordination with donor planning in order to ensure a consistent and comprehensive response to humanitarian crises is an equally important goal.

8. Natural disasters

24. The occurrence of natural disasters has more than tripled over the last three decades, with an increasing number of people affected as a consequence. During that same period, however, there has been a dramatic decline in the number of deaths from natural disasters. The decline in casualties can be attributed in part to anticipation of potential catastrophes, including recurring natural disasters, based on knowledge of hazardous conditions and possible destructive events, and investment in protective measures. Nonetheless, lack of capacity to reduce the impact of natural hazards and environmental emergencies, especially in developing countries, remains a major hurdle.

25. The actions of Governments and civil society, with support from the international community, have demonstrated that appropriate interventions in disaster reduction can lead to a measurable reduction in disaster impact. In the case of Ethiopia, protective measures undertaken by the Government in cooperation with the international community helped reduce the scale of the food crisis. Key factors in the response included an efficient and credible government early warning system, the active involvement of donors in the assessment process from the very beginning of the drought crisis, and early advocacy by the Government, United Nations organizations, non-governmental organizations, donor representatives and the media.

26. Experience has shown that the response to the threat of natural disasters requires coherent coordination and greater synergies among humanitarian and other actors. In order to improve comprehensive disaster management, a tripartite assessment was conducted by the United Nations Development Programme (UNDP)/Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat/International Strategy for Disaster Reduction to strengthen coordination and cooperation at the national and international levels. The Office for the Coordination of Humanitarian Affairs and the United Nations Environment Programme (UNEP) also launched a new global partnership at the World Summit on Sustainable Development on an "Integrated Approach to Prevention, Preparedness for and Response to Environmental Emergencies in Support of Sustainable Development", which will also contribute to the objective of improving disaster management. Coordination in the European context has been enhanced by the Fribourg Process, which has enabled structured dialogue between the Office for the Coordination of Humanitarian Affairs, Member States, regional and international organizations and non-governmental organizations to promote coherence and complementarity in crisis management and humanitarian action.

27. The Office for the Coordination of Humanitarian Affairs has continued to develop its coordination tools for natural disasters, such as the United Nations Disaster Assessment and Coordination (UNDAC) teams, and the International Search and Rescue Advisory Group. In 2002-2003, two UNDAC induction courses in Asia expanded the UNDAC system to this region. Work is also being undertaken with Member States in the implementation of General Assembly resolution 57/150

of 16 December 2002 to further improve the response and coordination of international search and rescue teams.

28. The International Federation of Red Cross and Red Crescent Societies is in the process of collecting and examining hundreds of existing international disaster response law provisions and other instruments in order to promote their improved harmonization and implementation. This exercise will also identify any gaps or inadequacies, which could become the subject of future examination by the international community so as to further strengthen the legal and policy framework surrounding international disaster response activities.

9. HIV/AIDS in emergencies

29. The HIV/AIDS epidemic has introduced and firmly established a new complexity in humanitarian crises which requires the rethinking and redefinition of traditional humanitarian assistance. The lessons of southern Africa illustrate that short-term humanitarian assistance programmes must be supported by concomitant emergency development interventions. Programming tools such as needs assessments, vulnerability analyses, the design of food rations and other nutrition-related activities are being adjusted in order to reflect this new reality.

30. For those countries affected by the combination of famine and HIV/AIDS, sustainable recovery is undermined owing to the breakdown of family support networks, decline in production and loss of income leading to greater impoverishment. Of particular concern is the fact that HIV/AIDS disproportionately affects women and girls, who globally account for more than 50 per cent of new HIV infections. In Africa, women also account for 70 per cent of the agricultural labour force and are responsible for 80 per cent of the food production. The role of national actors as well as regional bodies such as the Southern African Development Community (SADC), which has been at the centre of the response, will continue to be crucial to alleviating the crisis in southern Africa. Strong political commitment and leadership, recognizing and protecting the rights of people living with HIV/AIDS, are also crucial in promoting an effective, long-term response to the epidemic.

31. The missions of the Secretary-General's Special Envoy for Humanitarian Needs in Southern Africa have highlighted the devastating impact of HIV/AIDS when combined with other causes of vulnerability such as erratic rainfall, chronic poverty and poor policy environments. United Nations bodies are working together in the Regional Inter-agency Coordination Support Office (RIACSO) to raise awareness and emphasize the need to move beyond the traditional emergency response in order to find durable solutions to the situation in southern Africa. The Integrated Regional Information Network's PlusNews, an Internet-based HIV/AIDS news service for Africa, helps to address this need by reporting on community action programmes, government initiatives and the experiences of people living with HIV/AIDS.

32. Beyond the southern African crisis, the international community is deeply concerned about the spread of HIV/AIDS in situations of armed conflict. The risk of HIV infection is exacerbated by the high incidence of sexual violence and sexual exploitation in conflict situations, as highlighted in the 2002 Human Rights Watch report on sexual violence in the eastern Democratic Republic of the Congo. To facilitate a comprehensive response to HIV/AIDS in humanitarian crises, IASC is

finalizing guidelines for emergency response which will ensure the integration of the HIV/AIDS components into all relevant programming areas.

II. The transition from relief to development

A. Background

33. Transition has been a constant and evolving feature of the Economic and Social Council agenda since 1991. The 1996 report of the Secretary-General to the Council (A/51/172-E/1996/77) explained that relief and development activities often proceed at the same time, with one type of activities having an impact upon the other. By the late 1990s, the debate had shifted. The main concerns expressed in the Council were the need to avoid funding gaps that occur as development starts to re-engage and the need to forge stronger linkages between relief and development activities. Despite concerted efforts, the funding gap remains and linkages continue to be elusive. In transition, food aid and other lifesaving interventions are comparatively better funded, while other sectors that may also provide a key bridge between relief and development, such as water, health, sanitation, agriculture, education, the rule of law and good governance, remain chronically underfunded.

34. The most recent contexts suggest that successful transition entails much more than the creation of linkages. It requires a coherent strategy for restoring stability and normalcy. A joint Working Group on Transition Issues has been established by the Executive Committee on Humanitarian Affairs and the United Nations Development Group (UNDG), with the involvement of IOM, the Red Cross Movement and non-governmental organizations, to improve the coherence of the United Nations response in transition. It aims to provide clear, consolidated and timely guidance to the United Nations system, including humanitarian, political and development actors, which are appropriate in transition contexts. Through its efforts, the Working Group is addressing the issues raised in Economic and Social Council resolution 2002/32 and the report of the Secretary-General on the strengthening of the United Nations: an agenda for further change (A/57/387). The Working Group is currently in the midst of reviewing a range of United Nations responses in post-conflict transition situations. A final report, with recommendations for implementation, is expected by September 2003 and more details will be included in the Secretary-General's next report on the reform of the Organization. Already, however, a number of points have emerged from the efforts of the Working Group.

B. Elements of transition

35. One of the principal problems in successfully dealing with transition relates to the confusion caused by a lack of common definitions. The fact that Member States, humanitarians and development agencies have different views on what constitutes transition, recovery, rehabilitation and peace-building leads them to use these terms interchangeably and to apply them to a wide range of differing contexts. Broadly, however, four sorts of transition are referred to, each relating to the predominant cause of the crisis from which a country is emerging: wholesale economic transformation, sudden natural disasters, underlying structural problems and conflict. These types of transition can also occur in combination. The countries of

the Caucasus and Central Asia are undergoing massive economic transformation which has weakened the capacity of government to provide basic services just when economic disruption is increasing vulnerability. The countries of Central America have faced a number of short-lived natural disasters such as earthquakes and hurricanes. Each event has abruptly curtailed the capacity of the State to provide basic services, though usually in a localized fashion, with overall management capacity remaining undamaged. Countries in the Horn of Africa frequently face natural disaster, but here the capacity of the State to address specific underlying structural issues (such as low investment in infrastructure and in secure land tenure) has limited the food security of rural households. As a result, when drought occurs, their ability to cope is limited. Countries such as the Democratic Republic of the Congo and Liberia have endured years of conflict. Where countries experience protracted conflict, the capacity of the State is frequently weak. Long-term conflict generally transforms society — socially, through the erosion of social support structures; economically, through the development of “war economies”; and politically, through deteriorating capacity and limited accountability.

36. Given the current lack of definitional clarity, it is critical to be clear about the context of any given transition. The challenges in providing appropriate transitional assistance in natural disasters may be different from the challenges encountered during economic transformation. This year, with nascent peace in countries as varied as Angola and Sri Lanka, the challenges posed by the transition from conflict have been especially prominent.

C. Challenges

1. Appropriate assistance

37. Ensuring appropriate and timely assistance is a key challenge for humanitarian, development and political actors alike. This is especially true in post-conflict transition situations such as those in Afghanistan and Sierra Leone. Though warfare may have subsided, peace is not yet consolidated. Instability persists and a relapse into violence remains a possibility. The risk of relapse is particularly acute when regional or global influences are at work and parties to the conflict remain dissatisfied with the terms of ceasefires or peace processes. Under these circumstances, recovery assistance must do more than rebuild structures or institutions. It needs to aid in the consolidation of peace, counter the negative societal transformations that have occurred during the crisis, and counteract the tensions that led to the conflict. In other words, it must help to re-establish the enabling conditions for a functioning peacetime society.

38. Much of this recovery assistance is specific to post-conflict transition and needs to be carried out in a timely fashion. If the situation is not addressed promptly, the consolidation of peace can be undermined, as exemplified by the failure of previous demobilization efforts in Sierra Leone. This places added responsibility on government, donors and assistance-providers. Both time-bound activities and longer-term processes must be launched. Among the time-bound activities that are immediately needed alongside continued relief are disarmament, demobilization and reintegration programmes that offer former combatants a compelling alternative to the opportunities available in a war economy. Time-bound programmes are also needed to achieve the return, resettlement and reintegration of internally displaced

persons and refugees in a sustainable fashion, the revitalization of agriculture and trade, and the restoration of basic social services, all of which will help to reduce potentially destabilizing population movements. Among the longer-term processes that are needed are programmes to monitor and address new protection issues. These types of programmes are needed to avoid creating or aggravating social tensions, particularly over issues of land access, tenure and property restitution. In addition, restorative justice is needed to foster conditions for coexistence. Above all, new and multilayered efforts at capacity-building will be needed to create effective institutions of State administration which are essential to stability and normalcy and offer avenues of recourse other than violence.

2. Delivery versus support

39. Re-engaging government in the planning, management and direction of aid is a key element of all transition and a principle of effective transitional assistance. There are, however, instances during the early phases of post-conflict transition when Governments may still not have full control of their territory or the capacity to manage and support the delivery of assistance. This factor, and the capacity of civil society, will affect the extent to which relief and recovery are provided by the international community and the government. Post-conflict transition, therefore, must balance efforts to facilitate a Government's capacity to manage the assistance effort with the need to deliver assistance in a timely manner, where required and in accordance with humanitarian principles. Achieving a balance between these two needs is the fundamental challenge of post-conflict transition, and one made all the more difficult by the fact that the balance is not static. It changes in response to needs and government capacity, and it must purposefully move from substituting for government to supporting government.

3. Donor engagement

40. Donors often favour substitutive delivery of services through United Nations organizations and non-governmental organizations without also working with national structures to re-establish or build service delivery capacities, and tend towards caution for a variety of reasons. They may point to human rights as a reason for lack of interest if parties to the peace process, or parties in government, have a history of human rights abuses. Where patterns of fiscal mismanagement, natural resource exploitation or lack of transparency have been revealed, donors have shown reluctance to move away from relief assistance to support for recovery and development. They may sometimes set unnecessarily high criteria, however, and, for political reasons, may choose not to establish long-term development relationships with countries that are not considered strategic or with whom they do not have historical ties. Adequate funding for all critical sectors and support for quickly building the capacity of governance remain the key to effective transition. Earlier engagement of donors in planning processes should therefore be pursued as one avenue for overcoming donor caution and ensuring success.

4. Planning and coordination

41. Post-conflict transition strategies are by nature complex, as they need to incorporate and integrate many more dimensions than is the case in humanitarian planning and include recovery, peace-building and reconstruction elements. Planning in post-conflict transition must also involve a broader range of actors such

as peace-building and peacekeeping missions and the international financial institutions. For example, the collaborative "4Rs" initiative of the Office of the United Nations High Commissioner for Refugees (UNHCR) (repatriation, reintegration, rehabilitation and reconstruction) brings together humanitarian and development actors to address the multifaceted transition challenges so as to secure the sustainability of refugees' return to their home countries. Frequently, however, in post-conflict transition, there is a lack of clear, integrated transition strategies jointly formulated by humanitarian, development and other actors with clear steps for the scaling down and transferring of key responsibilities such as information management and donor coordination. Strategies formulated by inter-agency and United Nations country teams also frequently fail to sufficiently indicate how peace will be consolidated and how different actors can assist in that cause. Instead, planning tends to be formulated as a response to assessed needs and assumed scenarios.

42. Where Governments provide the lead but require support, as in natural disaster and structural transition, coordination is a simpler exercise. In post-conflict transition, where government capacity to manage a response is limited, more comprehensive coordination is needed. In such cases ceasefires may open new areas of responsibility, increasing the humanitarian caseload (as occurred in Angola), or precipitate large-scale return (as was the case in Afghanistan). At the same time, a substantial set of recovery activities must be launched quickly to consolidate peace.

43. Coordination will need to keep up with the demands placed on it so as to deal with increasing relief assistance, peace-building and recovery work. To establish the right mix of assistance, applied in the critical areas at the right time, requires expanded and consistent information management and the capacity to analyse a continually evolving context. Minimum standards may need to be created or established to ensure a baseline for protection and assistance appropriate to the post-conflict transition, especially on matters related to the return of displaced populations. Planning will have to become more inclusive by engaging new partners. It will need to shift from a focus on assessed needs and assumed scenarios to identifying the means by which various actors can consolidate peace. Such circumstances only serve to re-emphasize the importance of a strategic approach to coordination. The integration of government into coordination is critical and requires an investment in capacity-building and support so that government can progressively plan and coordinate assistance on its own.

44. The effective management of transition activities is critically dependent on maintaining both adequate levels of coordination and support capacity for the United Nations country team led by the resident coordinator/humanitarian coordinator. The transition planning process at country level will need to be integrated across the United Nations system and allow flexibility to mix elements from various existing planning instruments and resource mobilization tools. As such, coordination capacity will need to encompass and integrate continued expertise in humanitarian coordination as well as establish new expertise in key transitional areas such as peace-building, economic and social recovery, and the restitution of the basic institutions of civil administration and government. This level of support at the country level will be critical for the effective planning and management of transition activities but is not yet capable of being realized. Humanitarian coordinators receive effective support during emergencies which is externally and separately funded through the Consolidated Appeals Process (CAP). During the transition, there may

well be a transfer from the humanitarian coordination system to that of United Nations resident coordinators. Effective transfer of coordination that maintains appropriate levels of capacity and support will become possible only if the resident coordinator system is strengthened and provided with more flexible resources.

III. Humanitarian financing and the effectiveness of humanitarian assistance

45. Events of the past year have underlined the need to better address the way in which humanitarian needs are financed. The drought in the Horn of Africa, coupled with complex food crises in southern Africa, dramatically increased overall humanitarian assistance requirements in 2002-2003. The potential addition of increased needs in the region of West Africa as well as Iraq, where the population remains heavily dependent on external food sources, raises concerns as to whether overall levels of humanitarian assistance are sufficient to meet global levels of need.

46. In making any assessment of the trends and direction of humanitarian assistance, there are three outstanding issues that need to be addressed: whether sufficient humanitarian assistance is available in relation to need, whether humanitarian assistance is equitably distributed with regard to humanitarian principles, and whether the assistance provided is effectively managed.

47. Overall levels of humanitarian assistance have averaged approximately US\$ 5.5 billion per year for the past three years.⁵ This represents an apparent doubling of overall levels of humanitarian aid since 1990, when the level of humanitarian assistance was US\$ 2.1 billion. However, the process of growth in humanitarian assistance has evolved in a series of phased increases, with major crises serving to increase levels of humanitarian assistance in distinct phases. The Ethiopian famine in the mid-1980s promoted a dramatic increase in humanitarian assistance. A further major increase took place in 1991 in response to another major surge in the levels of need, produced by the southern African food crisis. The Great Lakes crisis in 1994-1995 again led to increases in assistance. The Kosovo crisis in 1999 was responsible for the final step up to the current level of assistance. Frequently, food needs have been the main driver in increasing levels of response. These step increases in humanitarian assistance are generally consolidated after each major crisis and in many cases assistance may continue to fill the medium-term residual or structural gaps that result from the initial crisis. To this extent, the level of humanitarian assistance can be seen as a response to increasing need but it is also strongly driven by high levels of public concern for high-profile emergencies.

48. The growth in the volume of humanitarian assistance has occurred during a period of overall decline in the flows of official development assistance (ODA). This has resulted in humanitarian assistance's accounting for an increasing proportion of total ODA. By 2002, humanitarian assistance had accounted for 10 per cent of ODA compared with an average of less than 3 per cent of ODA between 1970-1990. This increase may be attributed not only to the high profile that humanitarian assistance enjoys but also to its value as a more flexible financial instrument for donors.

49. Over the past decade, increasing amounts of humanitarian assistance have been channelled towards longer-term emergencies. The top 10 recipients have been

consistently dominated by seven crises, for which over US\$ 5 billion was received between 1995 and 2001. The remaining volume of humanitarian assistance is spread across more than 100 countries, about 40 of which receive less than US\$ 1 million each year. The distribution of humanitarian assistance is uneven and not clearly distributed on the basis of need. Some countries continue to receive humanitarian assistance on a regular basis as a means of providing relief for distress and absolute impoverishment; in other cases, donors may use it as a substitute for development assistance when their domestic legislation or policies would preclude the provision of development assistance on human rights or other policy grounds. There is a risk that the levels of humanitarian assistance that are now committed to longer-term crises will limit the future growth of such assistance and limit the speed and capacity of the response to newly emerging crises.

50. The various uses of humanitarian assistance lead to a blurring of the distinction between humanitarian assistance and ODA. Indeed, the absence of agreed definitions of humanitarian assistance remains a source of problems in terms of monitoring aid performance. Currently, donors report their allocations to the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD), which understands humanitarian assistance to be "emergency and distress relief". This definition is broad, hence there is no consistency in the way in which donors report to DAC. For example, no distinction is made between emergency relief as opposed to rehabilitation or recovery assistance which can be seen as more developmental. Some donors may also include conflict reduction and management as part of their humanitarian activities. For this reason, further thought should be given to developing definitions that clearly define eligible flows and provide a qualitative description of humanitarian assistance.

51. Assessing the adequacy of humanitarian assistance in relation to need is a complex task. One approximate measure is provided by the level of response to the Consolidated Appeals Process. While most appeals suffer from shortfalls of assistance, the variations are considerable. In 2002, 9 out of 25 countries and regions faced shortfalls of over 50 per cent. The largest shortfalls, however, occurring in countries such as Burundi and Liberia, are over 70 per cent. By contrast, Tajikistan received contributions that covered some 94.8 per cent of requirements. Such variations call into question the equity of the distribution of humanitarian assistance and the extent to which assistance is provided on an impartial basis. The reasons for such wide variations in responding to crises relate to the fact that donor decisions to allocate resources are driven primarily not by meeting needs, but rather by domestic considerations, traditional patterns of expenditure and geopolitical interests. This pattern of donor behaviour has resulted in a patchwork of activities, which results in a loss of coherence and limits the ability to meet global humanitarian need effectively.

52. There is no consistency in the way in which humanitarian needs are assessed. This is reflected in the variation in the amounts requested per beneficiary in country appeals. In 2002, 8 out of 22 appeals requested amounts of between \$20 and \$50 per head, 9 requested between \$50 and \$100 per head, and 1 requested over \$200 per head. This variation exists not just between countries but also from year to year. Needs tend to be assumed rather than diagnosed, with the result that donors mistrust the value of assessments and agencies have an insufficiently firm basis for challenging the assumptions or preferences of individual donors. As a result, humanitarian assistance is far more inequitably distributed than it should be.

53. The last decade has seen an increase in the number of channels for humanitarian assistance, as well as in the number of actors involved in the provision of humanitarian assistance on the ground. In Afghanistan, both donors and the armed forces of Member States have been directly engaged in humanitarian activities. The use of private companies working in partnership with non-governmental organizations to deliver humanitarian assistance in Iraq and elsewhere has established yet another delivery channel. Although there is as yet no clear trend demonstrating a significant increase in the volumes of assistance going through these means, this development increases the potential for duplication of activity and creates a larger challenge with respect to maintaining the coherence and integrity of humanitarian response. The greater range of actors further reinforces the need for robust coordination structures and a comprehensive and inclusive planning process in which all are engaged.

54. Recently there has been considerable variation in the proportion of assistance distributed through the United Nations system. In 1999, only 12 per cent of humanitarian assistance had been channelled through the United Nations. By 2001, this figure had risen to some 30 per cent, the highest proportion ever. To a large extent, this variation could be related to the growth in levels of food aid now moved through multilateral channels. Non-governmental agencies are the other important channel for humanitarian assistance: over \$1.4 billion from both private and official sources was channelled through non-governmental organizations in 2001. Non-governmental agencies also raise and contribute significant levels of humanitarian assistance (over \$500 million in 2001).

55. The effectiveness of humanitarian assistance is dependent on speed of response and predictable funding, which enable necessary humanitarian activities to be carried out promptly. However, the current nature of humanitarian finance has created a patchwork of response which is, with a few notable exceptions, rigidly linked to supporting specific elements of an emergency response at the national level. The consequences are even more serious at the global level and result in an inability to effectively address the needs of "forgotten emergencies" and mobilize resources between countries in order to ensure an improved, impartial response to need. An increased commitment by donors to principles of good donorship that recognize the importance of funding allocation in proportion to needs will help to ensure a more equitable distribution of resources. However, for international response to emergencies to be proportional to need, it will be necessary for donors to place more trust in the United Nations system of coordination and to facilitate mechanisms that assist the United Nations in responding more flexibly by increasing the level of unearmarked resources in emergencies.

IV. Observations and recommendations of the Secretary-General

56. The past year has seen progress in bringing conflict to an end for some of the world's longer-running emergencies. Despite such promising developments, however, the conflicts in West Africa, for example, continue to be a threat to the region as a whole. The challenge of protecting civilians in armed conflict remains a formidable task, especially when the humanitarian workers tasked with providing civilians with assistance are murdered and abducted. The year has also brought

about increased awareness about the effects of HIV/AIDS in the context of humanitarian emergencies, particularly the increased vulnerability that the disease can cause. The situation in Iraq has brought more focus on issues of international humanitarian law and has underlined the importance of promoting principled humanitarian interaction in order to address humanitarian needs in the country. The unique characteristics and causes of the HIV/AIDS-related crises in southern Africa as well as the situation in Iraq place the onus on the United Nations to clearly define its humanitarian role and responsibilities in such situations.

57. The importance of promoting effective coordination lies at the core of the themes related to transition and humanitarian financing. Coordination in the context of the transition from relief to development is a demanding and time-critical process, which requires the full engagement of Governments and donors at the earliest stages. In transition countries where relations and structures are created, it is critical to ensure that humanitarian processes are moved to longer-term structures. The nature of humanitarian financing is unsystematic owing to a patchwork of different policies and practices, which in turn lead to inconsistencies when meeting humanitarian needs. Major gaps occur when resources for some emergencies are insufficient to meet needs. Efforts must be undertaken to ensure that humanitarian financing is better linked with humanitarian principles. A clearer definition and understanding of what constitutes the humanitarian response and its relationship with transition and development aid are also needed. The lack of agreed definitions contributes to unevenness in the flow and quality of humanitarian assistance and also hinders the development of a coherent response to transition. A number of key processes are now in place to address this critical concern and the engagement of the international community is crucial for their success.

58. **The General Assembly and the Economic and Social Council may wish to:**

Protection of civilians

- (a) Urge Member States to safeguard principles of international humanitarian law and human rights law in their responses to security threats;
- (b) Urge Member States and non-State actors to bring to an end the climate of impunity by ensuring that those responsible for attacks against humanitarian staff are promptly brought to justice;

Internally displaced persons

- (c) Encourage Member States to welcome a collaborative approach and support humanitarian agencies in their continuing endeavours to provide a more predictable response on behalf of internally displaced persons;
- (d) Encourage Member States with internally displaced persons to develop national laws, policies and minimum standards on internal displacement consistent with international standards, including the Guiding Principles on Internal Displacement;

Gender mainstreaming

- (e) Encourage humanitarian agencies to coordinate, consolidate and promote a gender perspective in all humanitarian assistance activities and to implement existing policies, tools and guidelines on gender mainstreaming;

Sexual violence and exploitation

(f) Urge Member States to use the "core principles" in their standards and codes of conduct for national armed forces and police forces and to take appropriate follow-up action in response to allegations of sexual violence and exploitation and, similarly, urge donor countries to insist that all of their implementing partners include the core principles in their codes of conduct prior to the release of donor funding;

Emergency preparedness and contingency planning

(g) Urge United Nations country teams to develop hazard analysis and monitoring mechanisms to identify potential crises, to develop common assessments of levels of humanitarian risk and to incorporate into their existing planning frameworks the "Inter-Agency Contingency Planning Guidelines for Humanitarian Assistance" in order to strengthen their capacity to respond to humanitarian crises;

Natural disasters

(h) Stress the need for increased national and regional capacity-building in early warning and monitoring of natural hazards, natural disaster preparedness, mitigation and response by strengthening coordination in the areas of information-sharing and analysis, logistics support, response coordination and strengthening of relationships with existing regional structures;

HIV/AIDS in the context of emergencies

(i) Urge Member States to implement the Declaration of Commitment on HIV/AIDS,⁶ with particular focus on the time-bound targets related to HIV/AIDS in conflict- and disaster-affected regions;

(j) Recognize the important role of humanitarian agencies in addressing HIV/AIDS in the context of emergencies and encourage them to factor HIV/AIDS considerations into their humanitarian coordination and planning efforts, inter alia, in the areas of early warning and contingency planning;

(k) Call upon humanitarian and development organizations to strengthen cooperation in order to ensure that the longer-term developmental implications of the HIV/AIDS epidemic in emergency situations are adequately addressed;

Transition from relief to development

(l) Encourage Member States to recognize that timely, appropriate and sustained support is critical to managing post-conflict transition, including early engagement in planning, more even funding across sectors, and more support for recovery activities, especially capacity-building of local governing institutions, and, in this context, to take note of the Executive Committee on Humanitarian Affairs/United Nations Development Group Joint Working Group on Transition Issues;

(m) Encourage Member States to recognize that the need for coordination increases and becomes more complex in post-conflict transition and call upon Member States to increase support for integrated coordination, which would include information management, inclusive planning, donor coordination, strengthening of the resident coordinator system and the progressive integration of government into coordination mechanisms and processes;

Humanitarian financing

(n) Encourage donors to improve their response to humanitarian emergencies and reinforce their respect for humanitarian principles by establishing agreed principles of good donorship behaviour and practice along with mechanisms for their review;

(o) Encourage donors to allocate funding in proportion to needs and to ensure more equitable distribution of humanitarian assistance to meet global humanitarian needs in their entirety;

(p) Encourage donors to establish stable, predictable and adequate funding to meet humanitarian needs while reaffirming the primary responsibility of States for the victims of humanitarian emergencies within their own borders;

(q) Enhance and support the central and unique role of the United Nations in providing leadership for operations and coordination of international humanitarian action by: increasing the flexibility of funding to include non-earmarked contributions to United Nations organizations responding to humanitarian crises; establishing longer-term multi-year funding; and striving to avoid the use of regular humanitarian budgets for the financing of actions implemented by armed forces.

Notes

¹ Available at <http://www.reliefweb.int/w/rwb.nsf>.

² United Nations *Treaty Series*, vol. 75, No. 973.

³ Available at <http://www.reliefweb.int/w/rwb.nsf>.

⁴ Available at <http://www.unicef.org/media/publications/iasctfplanofaction.pdf>.

⁵ Data and figures for funding are drawn from a series of ongoing studies on humanitarian financing.

⁶ General Assembly resolution S-26/2, annex.



**General Assembly
Economic and Social Council**

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**General Assembly
Fifty-seventh session
Agenda item 21
Strengthening of the coordination of humanitarian and
disaster relief assistance of the United Nations, including
special economic assistance**

**Economic and Social Council
Substantive session of 2003
30 June-25 July 2003
Items 5, 10, 13 and 14 of the provisional
agenda***
**Special economic, humanitarian and
disaster relief assistance**
Regional cooperation
Economic and environmental questions
Social and human rights questions

**Letter dated 28 May 2003 from the Permanent Representative of
Chile to the United Nations addressed to the Secretary-General**

I have the honour to transmit herewith the outcome of the XVII Inter-American Conference on equity in health, road to development, held under the joint sponsorship of the International Federation of Red Cross and Red Crescent Societies and the Government of Chile in Santiago, Chile, from 23 to 26 April 2003. The attached resolution contains the Santiago de Chile Commitment and the Guidelines for the Plan of Action of the XVII Inter-American Conference (see annex).

As the representative of the host country, and on behalf of the organizers of the Conference, I should be grateful if you could arrange for the present letter and its annex to be circulated as a document of the fifty-seventh session of the General Assembly, under agenda item 21, and of the Economic and Social Council, under agenda items 5, 10, 13 and 14.

(Signed) Juan Gabriel Valdés
Ambassador
Permanent Representative

* E/2003/100.



Annex to the letter dated 28 May 2003 from the Permanent Representative of Chile to the United Nations addressed to the Secretary-General

[Original: English and Spanish]

**XVII INTER-AMERICAN CONFERENCE OF THE RED CROSS
SANTIAGO DE CHILE, 23-26 April 2003**

- Resolution -

**The Santiago de Chile Commitment
and the XVII Inter-American Conference Plan of Action**

The XVII Inter-American Conference, held in Santiago de Chile, from April 23rd to 26th under the motto "*Equity in health, road to development*",

Recalling the Declaration of Santo Domingo adopted by the XVI Inter-American Conference,

Conscious of the Plan of Action for Latin-America and the Caribbean,

Confirming our commitment to the Strategy 2010, the Strategy for the Movement and the Plan of Action of the International Conference,

This Conference,

Expresses great concern about life, health and safety of the civil population caused by armed conflicts and calls for strict observation of the Geneva Conventions, the additional Protocols and the Principles of International Humanitarian Law by all concerned.

AND

Further calls upon all governments to take steps to ensure the safety of all humanitarian workers in areas of armed conflict and take measures to reduce the growing equity gap.

This Conference,

Reaffirms its belief in the Principles of the Red Cross Movement as important values in the preservation of life and human dignity.

Takes note and approves the report on the implementation of the Plan of Action for Latin America and the Caribbean, the work of the simultaneous seminars, the work done by the working groups on health and disasters and the background documents, acknowledges their combined contribution for the success of the Conference and recommends their incorporation in the XVII Inter-American Conference Plan of Action.

This Conference further:

- a. *Adopts* the "Commitment of Santiago de Chile" included as Annex 1.
- b. *Adopts* the general guidelines of the Plan of Action of the XVII Inter-American Conference included as Annex 2 and requests the CORI to complete the document within three months.
- c. *Encourages* the members to implement actions consistent with the spirit of the Commitment of Santiago de Chile and with the future Plan of Action.
- d. *Urges* members of the Inter-American Conference to report, through the CORI, regarding progress on the implementation of the Plan of Action at the XVIII Inter-American Conference.
- e. *Congratulates* the Chilean Red Cross, its executives and volunteers, for its centenary and expresses gratitude for its warm hospitality and the excellent organization of the Conference.

Annex 1: The Santiago de Chile Commitment

Annex 2: Guidelines for the Plan of Action of the XVII Inter-American Conference

THE SANTIAGO DE CHILE COMMITMENT

The National Societies of the Red Cross of the Americas, meeting in Santiago de Chile in April 2003 with the objective to determine our future priorities, identify the need to urgently address the growing vulnerability of our region caused by poverty, disasters and inequities in health.

HEALTH

Health indicators in Latin America have generally improved, but increasing disparities exist between the countries of the region and between different population groups within each country. Health indicators clearly establish that health status is directly related both to poverty and to the equitable distribution of income. On both scales gaps are increasing at a disturbing rate. This situation particularly affects women, children, elderly people, disabled persons as well as geographically isolated populations.

Confronted with these humanitarian challenges, the National Societies of the Red Cross commit themselves to:

1. Establish national strategies and programmes that identify inequity in health.
2. Ensure greater synergy amongst the different health-related programmes and with community based disaster preparedness programmes and organizational development.
3. Strengthen four areas that possess the greatest potential for increasing the impact on public health and serve to integrate the actions of the National Societies. These four areas are:
 - a) Social mobilization through community education and the promotion of voluntary non-remunerated blood donation.
 - b) Women and Child Health, remaining conscious that these must eliminate gender differences. In addition, we commit to develop and implement the Integrated Management of Childhood Illnesses (IMCI) strategy at the community level.
 - c) Response to HIV/AIDS with interventions designed to overcome stigma and discrimination, to ensure access to medications, to prevent new infections and to initiate home and community care activities where appropriate.
 - d) Response to public health in emergencies through developing intervention plans for natural disasters, environmental emergencies, emerging and re-emerging diseases and situations of armed conflict and violence including the areas of hygiene, water and sanitation, nutrition, psycho-social health and temporary shelters.
4. Convey our message of tolerance and non-violence and promote non-discrimination. We will urge our governments to ensure respect of basic rights for all people living in our region without exception.

5. Promote the alleviation of the difficulties experienced by migrant and displaced populations and affirm that all individuals are entitled to basic human rights including the right to health.

DISASTERS

Over the last decade, large-scale natural disasters often related to climatic change, have greatly impacted development in the poorest countries in the Americas. These events are compounded by daily, "invisible" and human created disasters, in particular armed violence, which cumulatively result in losses far greater than those arising from the more visible causes.

Confronted with these humanitarian and institutional challenges, the National Societies of the Red Cross commit themselves to:

6. Consolidate and develop an integrated disaster management system through strengthening planning mechanisms and establishing appropriate standards and procedures.
7. Consolidate, extend, update and develop community disaster-preparedness education programmes. This will be done through the development of integrated activities in order to increase impact at the community level.
8. Strengthen local organizations and Red Cross branches in all National Societies through the development of disaster plans and disaster response preparedness, both of which are co-ordinated with appropriate government agencies.
9. Incorporate rehabilitation, reconstruction and development actions starting at the preliminary disaster-response phase, based on vulnerability and risk analysis. These actions should be focused on the general objective of achieving greater development in disaster-affected communities and not simply a return to pre-disaster conditions.
10. Promote a better understanding, and commitment to national and international disaster law among respective governments in order to facilitate better disaster prevention, preparedness and response.

CAPACITY

In order to meet our health and disaster goals, we need to increase our capacities. As such, the National Societies of the Americas commit themselves to:

11. Strengthen the community volunteer network in order to sustain large-scale programmes through the development of appropriate volunteer management systems.
12. Ensure well-balanced participation in our organization of people from all sectors of society reflecting the diversity of our communities with particular emphasis on gender balance.
13. Recognize the inherent right for meaningful participation of young people in civil society and commit to providing the necessary space for this participation in decision making within the Movement. Implement strategies and programmes that address the special

vulnerability of young people recognizing the magnitude, relevance, complexity and urgency of problems associated with youth violence.

14. Improve internal and external communication as well as dissemination of International Humanitarian Law.
15. Strengthen links between the Red Cross, organizations of people living with HIV/AIDS, Ministries of Health and the corporate sector.
16. Mobilize resources and develop long-term appropriate partnerships with the public and corporate sectors as part of an overall strategy towards sustainability.

We commit ourselves to implement the Plan of Action with the conviction that it will require special efforts at the national and international levels. We hope that our sister National Societies, the Secretariat of the Federation and the ICRC will support these initiatives in a coordinated and sustainable manner based on our National Development Plans.

We will appeal to our governments, and regional and national organizations to support us in our commitment.

We recognize that the impact of the decisions made by the XVII Inter American Conference will depend on remaining engaged in a process of careful and ongoing monitoring and evaluation. This must be based on the spirit of partnership between National Societies and the communities, governments, organizations and institutions that share our concerns. It is with this spirit that we commit ourselves.

General Guidelines for the Plan of Action of the XVII Inter-American Conference

1. - Content of the Plan of Action:

- The starting point is the "*Santiago de Chile Commitment*".
 - The *Commitment* defines the "what"
 - The *Plan of Action* defines the "how"
- In addition, we build on the framework of:
 - **Strategic documents of the Movement:** *Strategy 2010*, *Strategy of the Movement* and the *Plan of Action of the International Conference*.
 - **Specific documents from the region**, (developed during both the preparatory phase and the Conference itself) with the active participation of the National Societies:
 - a) **Report on the Implementation of the Plan of Action for Latin America and the Caribbean**
 - b) **Conference working documents:**
 - "*Reducing risks and improving coordination: Towards an integral disaster-management system in the Americas*".
 - "*Equity and health in the Americas: The Red Cross initiative to increase health equity and strengthen local capacities in the Americas*".
 - c) **Conclusions of the simultaneous seminars:**
 - Youth violence
 - Migration
 - Partnership with the corporate sector
 - d) **Summary of the discussion of the health and disaster working groups.**

2. - Process for the Plan of Action:

The CORI, with the support of the Federation Secretariat, will draft a *Plan of Action*, to be submitted for the consideration of all Conference members within three months period.

The process will require:

- a) The active participation of the National Societies in the preparation of the Plan of Action.
- b) Clear strategies, coherent with the commitment coming from the XVII Inter-American Conference.
- c) A precise Plan of Action.
- d) A strong CORI, able to coordinate, support and follow up the implementation of the Plan of Action.
- e) Support from sister National Societies, the Federation Secretariat and the ICRC.
- f) Strategic alliances with other organizations.



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Item 4 of the provisional agenda*

The role of the Economic and Social Council in the integrated and coordinated implementation of the outcomes of and follow-up to major United Nations conferences and summits

Note by the Director-General of the Food and Agriculture Organization of the United Nations**

I have the honour to transmit to the Economic and Social Council a report prepared by the Committee on World Food Security of the Food and Agriculture Organization of the United Nations (FAO) on the progress in the implementation of the World Food Summit Plan of Action, highlighting its linkages with the coordinated and integrated follow-up to major United Nations conferences and summits undertaken by the United Nations system.

Implementation of the World Food Summit Plan of Action: report of the Committee on World Food Security through the FAO Council to the Economic and Social Council

Introduction

1. In its decision 1999/212, the Economic and Social Council invited the Director-General of the Food and Agriculture Organization of the United Nations to transmit to the Council every four years, starting in 1999, a report prepared by the Committee on World Food Security on progress in the implementation of the World Food Summit Plan of Action, highlighting its linkages with the coordinated and integrated follow-up to major United Nations conferences and summits undertaken by the United Nations system.
2. At its twenty-fifth session (Rome, 31 May-3 June 1999), the Committee considered and approved a reporting format as a basis for all future reporting on the

* E/2003/100.

** The fact that the Committee on World Food Security concluded its work on 16 May 2003 explains the late submission of the present document.



progress of the implementation of the Plan of Action. Based on that format, the Committee reviewed the first cluster of commitments relating to people-centred objectives, i.e., commitments one, two and five and relevant parts of commitment seven. At its twenty-eighth session, in September 2002, the Committee subsequently reviewed the second cluster, consisting of those related to the development-centred objectives, i.e., commitments three, four and six and relevant parts of commitment seven.

3. The present report consists of extracts from a number of Committee reports, including the "Declaration of the World Food Summit: five years later", and the decisions of the Committee with regard to the two sets of reviews conducted in 2000 and 2002, as reflected in the report of the Committee to the Council and the related comments of the Council as reflected in Council reports.

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Extract from Committee on World Food Security document CL 119/14

(paras. 19-30)

Reports received

19. Ninety-one countries and 9 international organizations submitted reports on the implementation of WFS Plan of Action. The Secretariat had synthesised the wealth of detail contained in these reports under a number of key issues relating to Commitments I, II and V and relevant parts of Commitment VII (the people-centred commitments). The clarity and brevity of this synthesis was appreciated. However this had led to the omission of certain important issues discussed below. Although actions had been reported in some detail the document also lacked analysis of the results of actions taken.

20. Reports from the important discussions held at each of the FAO regional conferences on the subject of Follow-up to the World Food Summit were also available to the Committee.

Multidimensional nature of WFS follow-up

21. The multidimensional nature of the follow-up to the World Food Summit included actions at the national, intergovernmental and inter-agency levels, by governmental, inter-governmental, non-governmental and civil society actors. Reiterating that the international community, and the UN system, including FAO, as well as other agencies and bodies according to their mandates, have important contributions to the implementation of the World Food Summit Plan of Action, some delegates regretted the reduction in the budget of FAO and other international agencies. Several delegates emphasized that the zero growth in FAO budget has constrained the Organization's capacity to assist developing countries.

Actions taken towards poverty reduction and food security

22. Several countries provided additional information of the measures they had taken to implement the Plan and to reduce poverty and the number of the undernourished. They re-iterated their strong commitment to the WFS Plan of Action.

23. The intergovernmental organisations that addressed the Committee were all cognizant of the WFS goals and were paying heed to food security concerns in their strategic plans. The fight against poverty is common ground for all agencies. The Committee lauded the recent reaffirmation by the UN Millennium Summit of the WFS target of halving the number of undernourished by 2015 along with halving extreme poverty by the same date.

24. The WFS has in fact stimulated many countries to develop food security programmes, policies and institutions to allow meeting the target in time. FAO's assistance in this area was acknowledged and appreciated, and its coordinating role was highlighted.

Reporting on the use of food as an instrument of political and economic pressure

25. It was noted that although the Rome Declaration on World Food Security had stated, and it had been repeated at various FAO events, that food should not be used as an instrument of political and economic pressure, the document did not report on this matter. The Committee reaffirmed the importance of the Rome Declaration and the World Food Summit Plan of Action, in general, and in relation with this theme.

Rights-based approach to summit follow-up

26. Referring to the Summit's reaffirmation of the right of everyone to have access to safe and nutritious food, consistent with the right to adequate food and the fundamental right of everyone to be free from hunger, the Committee reaffirmed the importance of continuing the consolidation of this important issue in the relevant UN body, with the active participation of FAO.

Gender mainstreaming and empowerment of women

27. The Committee stressed the importance of gender in food security, which is a crucial objective for achieving Commitment One, but which was not sufficiently highlighted in the document.

FAO actions to implement Summit Plan of Action

28. Referring to the lead role of FAO among international agencies in implementing the WFS Plan of Action, several delegates regretted that the document provided insufficient information on FAO's actions.

Other aspects facilitating achievement of food security goals

29. The facilitation of the achievement of food security goals in many developing countries through enhanced access to world markets for their exports and through the pursuit of sustainable agricultural and rural development was raised during the current session of the Committee and will be addressed during the second phase of the review of the Summit Plan of Action.

B. RECOMMENDATIONS

30. On the basis of its findings and conclusions reported above the Committee made the following recommendations:

With regard to Governments

- identify limitations and constraints in the implementation of the Plan of Action;
- in addition to reporting on actions taken to implement the WFS Plan of Action, indicate the results of these actions in future country reports;
- enhance efforts to improve the enabling environment, including where necessary through democratisation and good governance;
- step up efforts on poverty eradication and improvement of food security through development of appropriate policies, pro-poor institutions and increased allocation of resources;
- enhance policies and programmes to achieve gender mainstreaming and empowerment of women;
- investigate the scope for improving food supplies through reduction of post-harvest losses.

With regard to the international community

- enhance the flow of financial and technical assistance to developing countries to help them implement the WFS Plan of Action;
- continue to implement international agreements and decisions relating to easing the burden of external debt for developing countries, particularly the HIPC countries; expedite debt relief especially in the case of low income food deficit countries affected by calamities;
- provide FAO and other international organizations dealing with food security with adequate budgets;
- strengthen assistance to prevent and reduce the impact of natural and man-made disasters.

With regard to the FAO secretariat

- in future progress reports, ensure that the process of synthesis identifies all important issues and highlights positive and replicable examples;

- further improve indicators including through better identification of the poor and vulnerable groups and by incorporating data on employment and income, gender disaggregated data, anthropometric data and other factors determining the food security status of individuals and households;
- report on the incidence of HIV/AIDS and monitor its impact on food security;
- monitor and report on the food security status of women at national and household levels;
- improve coverage in future reporting on action by non-governmental and civil society partners of governments and international institutions;
- continue to play a lead role, interacting actively with other agencies and international organisations, in promoting world food security;
- provide further capacity-building assistance to developing countries and countries in transition to be able to satisfy the standards required for access to world markets, through enhanced activities related to Codex Alimentarius, the IPPC and the OIE.

With regard to international institutions

- prepare future assessment reports as a collaborative process among concerned international agencies;
- strengthen collaboration among UN agencies in the implementation of the WFS Plan of Action;
- through collaboration between FAO and WHO, enhance measures to tackle food borne diseases.

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Extract from Committee on World Food Security document CL/123/10

(paras. 12-27)

A. REPORTING PROCESS AND RESULTS

12. The Committee reviewed the progress in the implementation of "development-centred" Objectives (i.e. Commitments III, IV, VI and relevant parts of Commitment VII) of the WFS Plan of Action on the basis of document CFS: 2002/3. It commended the Secretariat for the quality of the document. However it regretted that only less than one third of FAO member countries reported in time.
13. The report could have been more informative and relevant if all national reports had been more quantitative and analytical and included the activities of civil society. In the future the national reports should specially provide information on the relative priority of agriculture and food security programmes in national budgets and the impact of those programmes on hunger reduction.
14. Several delegates provided additional information on the measures their countries had taken to implement the WFS Plan of Action and to reduce poverty and the number of the undernourished. They reiterated their respective country's commitment to the WFS Plan of Action.

B. THE NEED FOR AN EXPLICIT GENDER PERSPECTIVE

15. Although women are the main contributors to food production in developing countries, they are often excluded from decision making and access to resources. Gender inequality is one of the main obstacles to food security, and measures to overcome it need to be reflected better in future reports.

C. ESSENTIAL CONDITIONS FOR ACHIEVING THE WFS OBJECTIVE

16. Factors determining success in reducing food insecurity were identified. They include: political and economic stability, good governance, the rule of law, broad based participation, an appropriate policy

environment and adequate institutions; priority for agriculture and sustainable rural development in the national economic development strategy; importance of national food production; effective research, extension, marketing and credit services to support small farmers; decentralization of decision-making and greater private sector and NGO and CSO involvement in service provision; development of appropriate water management; effective land use planning and use of soil and climate; improvement of infrastructure and communication links.

17. Conservation of and access to plant genetic resources are crucial for sustainable agriculture and the livelihood of rural communities as well as for food security of nations as a whole. The adoption of the International Treaty on Plant Genetic Resources for Food and Agriculture in November 2001 was a positive step towards this end.

D. CONSTRAINTS TO IMPROVING FOOD SECURITY

18. Wars and conflicts, the spread of the HIV/AIDS pandemic, and recurring incidence of natural disasters, including the outbreak of animal and plant diseases, not only worsen food insecurity and cause considerable human suffering over the short-term but also disrupt long-term development efforts to eradicate poverty, often leading to setbacks in the food security status and overall standard of living of communities.

E. IMPORTANCE OF SUSTAINABLE FISHERIES FOR FOOD SECURITY

19. The Reykjavik Conference on Responsible Fisheries in the Maritime Ecosystems, organized jointly by FAO and Iceland, was important in enhancing the contribution of fishery to food security.

F. TRADE AND FOOD SECURITY

20. Several delegates stressed that successful progress towards the WFS goal to reduce poverty and hunger depends not only on sound domestic policies and action programmes but also on an open and fair international trading system. In this connection they stressed that food, agricultural trade and overall trade policies still needed to be made more coherent and conducive to fostering food security.

21. The hope was expressed that the ongoing trade negotiations would provide more opportunities for all countries to benefit from a fair, open, rules-based and market-oriented world trade system and to this end a call was made for an ambitious outcome from the negotiations made under the Doha Development Agenda.

G. RIGHT TO FOOD

22. Many Members commended FAO and the UN High Commissioner for Human Rights for having worked closely in line with commitment 7.4 of the WFS Plan of Action regarding the right to adequate food. Several delegates stated that the next step should be to develop an international code of conduct on the right to adequate food, which would be an instrument to help countries fulfil their obligations in the context of achieving the WFS goals. Other countries stated that they did not support developing an international code of conduct because, among other reasons, it was unlikely to significantly contribute to food security.

H. GLOBAL ALLIANCE AGAINST HUNGER

23. Several delegates welcomed the idea of a global coalition against hunger. They stressed that meaningful progress towards meeting the WFS target requires that all development partners redouble their efforts and work together in an alliance against hunger based on sound principles.

I. OFFICIAL DEVELOPMENT ASSISTANCE

24. Several delegates expressed concern that the limited capacity of their countries to raise financial resources was aggravated by debt burden and by the downward trend in ODA to agriculture. The need for reversing the decline of ODA is in line with the Monterrey consensus. In this connection, some delegates underlined that international aid is only part of the solution to hunger. They stressed that a better policy environment is the first and most important element to unlock the potential of private investment and to allow aid to achieve results.

J. BIOTECHNOLOGY

25. Some delegates pointed out that there is an emergent need to monitor developments in the field of biotechnology. They stressed the need to strengthen national capacities to conduct risk management on GM products and to assess environmental biosafety of GMOs. Some delegates emphasized the importance of agricultural research and technology, including biotechnology, for improving food security by enhancing agricultural productivity and sustainable use of natural resources.

K. CLIMATE CHANGE

26. Several delegates stressed the important linkages between climate change and food security. In this connection one delegation referred to a study on food security and climate change undertaken by the International Institute for Systems Application Analysis in Laxenburg, Austria. The impact of climate change is more visible on marginal lands.

L. RECOMMENDATIONS

27. The Committee made the following recommendations to be pursued by FAO:

- undertake further and more comprehensive analysis for the understanding of the causes of food insecurity, the livelihood strategies of poor people and the impact of different policies, drawing upon the information available through FIVIMS;
- work together with other organizations of the UN system and OECD to agree on the same set of indicators for the monitoring of the MDGs on poverty and hunger, as well as the WFS target, and agree on a division of work among agencies;
- provide assistance to developing countries, through training and capacity building, to participate more effectively in international trade negotiations;
- continue to take a pro-active role in assessing the impact of climate change on agriculture and food security;
- continue to work on Farm Animal Genetic Resources, focussing attention on the possible contributions to food security.

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Extract from Committee on World Food Security document CL/119/REP

(paras. 9-17)

9. The Council expressed appreciation that the format of the report of the Twenty-sixth Session of the Committee on World Food Security was focused, concise and reflected enhanced clarity in highlighting the main issues regarding both the world food security situation and implementation of the World Food Summit Plan of Action. The Council endorsed the report of the Committee including its conclusions and recommendations.

10. The Council expressed concern that progress in the implementation of the WFS Plan of Action and the pace of decline in the number of undernourished was too slow to achieve the World Food Summit (WFS) objective of reducing the number of undernourished people by half by the year 2015. It underlined that if the present trends continued, the WFS target might not be attained by 2015. The Council recognized that to achieve the WFS target, the number of undernourished would have to decline at least at an average of 20 million people a year, and stressed that more needed to be done at all levels to improve food security and to accelerate the pace of decline in the number of undernourished.

11. In this connection, the Council fully supported the recommendations of the Committee as contained in paragraph 30 of the Report and called upon Governments, the international community and the FAO Secretariat to

implement the recommendations effectively. The Council emphasized that the difficult challenge of hunger and undernutrition required combined and coordinated efforts at all levels.

12. The Council noted that the increase in frequency and severity of food emergencies owing to armed conflicts and natural disasters, the incidence of HIV/AIDS and the heavy debt burden affected the capacity of a number of developing countries to implement the WFS Plan of Action. It also expressed concern over the growing incidence of food-borne diseases and zoonosis.

13. The Council noted with satisfaction the Declaration adopted by the UN Millennium Summit and appreciated the reaffirmation by that Assembly of the WFS target of halving undernutrition by 2015, along with halving extreme poverty within the same timeframe. It underlined that the Millennium Declaration reinforced an integrated and coordinated approach to tackle poverty and food insecurity. It therefore stressed the need for FAO to ensure its participation in the implementation of the Millennium Declaration and to assume a leading role in promoting a coordinated approach in the implementation of the WFS commitments. The Council requested that, at its next session, the Director-General report on FAO's contribution, within the UN System, on progress in the implementation of those provisions of the Millennium Declaration falling within its mandate.

14. The Council noted with satisfaction that commendable efforts had been made with regard to the Food Insecurity and Vulnerability Information and Mapping System (FIVIMS) initiative, and that a number of countries had begun to implement FIVIMS at national level. It recognized, however, that the implementation of FIVIMS at national level suffered from a lack of adequate resources. The Council supported the set of recommendations to strengthen FIVIMS put forward in paragraph 39 by the Committee on World Food Security. In particular, the Council emphasized the need for an enhanced allocation of resources for the development of the system at national level in all the regions.

15. Several Members emphasized their support for the idea of the development of a Code of Conduct on the Right to Adequate Food, and reiterated that the right to adequate food was indivisible from other human rights. In this connection, they pointed out the importance of the International Covenant on Economic, Social and Cultural Rights and the need for better reporting from Member Nations, as well as FAO, on their respective activities relevant in this regard. The Council also reiterated its view that food should not be used as an instrument for political and economic pressure as stated in the Report of CFS. A number of Members urged the Director-General to give appropriate consideration to the consultations under UNGA Resolution A/55/L.7.

16. The Council expressed support for the FAO Special Programme for Food Security (SPFS). At the same time, the Council recalled that an evaluation was to be carried out on the SPFS at the end of the cropping season of 2001, and looked forward to the results.

17. Several members expressed appreciation of the support given to them by FAO in their efforts to improve their food security, and requested that FAO continue its support in capacity-building and other forms of technical assistance. In this connection, they emphasized the need to increase the budget of FAO. A certain number of Members expressed the wish that FAO become more involved in making the international community more aware of the key role played by agriculture in strategies for combating poverty, agriculture being the main activity for poor people living in rural areas. Some Members also endorsed the efforts of the CFS to promote greater involvement of civil society in its work, as highlighted in the CFS report.

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Extract from Committee on World Food Security document CL/123/REPORT/REV

(paras. 17-19)

17. The Council regretted that the relatively low rate of decline in the number of undernourished was disappointingly low. Recognizing the need to move from awareness to more concrete action, the Council endorsed the Report of the CFS and stressed that Governments and FAO should do their utmost to implement in particular

the conclusions and recommendations contained in paragraphs 11 and 17 of the Report. Some Members suggested that FAO should maintain a tracking system to monitor the implementation of the recommendations.

18. In supporting the recommendations of the CFS, the Council underlined that particular emphasis should be placed *inter alia* on measures to reduce environmental degradation, soil and water conservation. The Council stressed the importance of FAO continuing to support capacity-building in the area of international food safety standards and agricultural trade negotiations. The importance of food security information systems was also highlighted with a call for coordination with other UN System organizations, particularly in relation to the Millennium Development Goals.

19. The Council reiterated the view that improving food security was primarily a responsibility of national governments. The responsibility of the international community in enabling the implementation of the WFS Plan of Action was also underlined. The Council also confirmed that food aid could play a positive role in support of food security, while stressing that it should not undermine incentives for domestic food production.

IV. DECLARATION OF THE WORLD FOOD SUMMIT: five years later¹

INTERNATIONAL ALLIANCE AGAINST HUNGER

We, the Heads of State and Government, or our representatives, assembled in Rome at the World Food Summit: *five years later* (WFS:fyf) at the invitation of the Food and Agriculture Organization of the United Nations (FAO);

Recalling the World Food Summit (WFS) held in Rome in November 1996 at which Heads of State and Government, or their representatives, adopted the Rome Declaration on World Food Security and the WFS Plan of Action and pledged their political will and their common and national commitment to achieving food security for all and to an ongoing effort to eradicate hunger in all countries, with an immediate view to reducing the number of undernourished people to half their level no later than 2015;

Recognizing the urgent need to reinforce the efforts of all concerned partners as an international alliance against hunger, for the fulfilment of the objectives of the 1996 Summit;

Reaffirming the right of everyone to have access to safe and nutritious food;

Reiterating that food should not be used as an instrument for political and economic pressure and reaffirming the importance of international cooperation and solidarity as well as the necessity of refraining from unilateral measures not in accordance with the international law and the Charter of the United Nations and that endanger food security;

Reaffirming the commitments that we assumed with the Rome Declaration and Plan of Action, which taking into consideration the multifaceted character of food security, encompass national action and effective international efforts to supplement and reinforce national action;

Acknowledging the considerable efforts which have been made in many countries to reduce poverty and improve food security, and recognizing the commitment of the international community to assisting this effort as expressed in the United Nations Millennium Declaration;

Noting that the average annual rate of reduction in the number of undernourished people in the world was eight million and that if this trend continues, the WFS target of reducing the number of the undernourished by half by 2015, reaffirmed by the Millennium Declaration, will not be attained;

¹ When "Government" is used, it means as well the European Community within its areas of competence. Of 180 participating delegations (179 countries and the European Community), 34 were represented at the level of Head of State, 9 at the level of Deputy Head of State, 17 at the level of Head of Government, 12 at the level of Deputy Head of Government, 1 at the level of Crown Prince, 96 at the level of Minister and 11 at the level of Ambassador or other. In addition, 191 other high-level representatives (including 109 Ministers and 82 Vice-Ministers and Under-secretaries) participated in the Summit as members of the delegations of the participating countries.

Noting that hunger is both a cause and an effect of extreme poverty, and prevents the poor from taking advantage of development opportunities, that hunger eradication is a vital step in alleviating poverty and inequality, and that the international community has restated its commitment to the reduction of poverty. Observing further that 70 percent of the world's poor live in rural areas and depend almost entirely on agriculture and rural development for their livelihood; and noting the rapid increase in the numbers and proportion of urban people affected by poverty, hunger and malnutrition;

Conscious of the particular difficulties faced by all developing countries, in particular by the least developed countries (LDC), the low-income food-deficit countries (LIFDC), the small island developing states, and countries affected by violent conflicts, civil strife, land mines and unexploded ordnance, or exposed to desertification and natural disasters; noting further that global warming and climate change can have serious implications for food and livelihood security, especially in these countries;

Recognizing also the difficulties faced by the countries with economies in transition in addressing their food security needs in the process of conducting market-oriented reforms;

Concerned with the current estimates of the overall downward trend in the national budgets of developing countries and the decline in Official Development Assistance (ODA) and International Financial Institutions (IFIs) portfolios directly allocated for agriculture and rural development, as a contribution to food security;

Recognizing the important role of food assistance in situations of humanitarian crisis as well as an instrument for development, acting as an enabling pre-investment;

Reaffirming Commitment 4 of the WFS Plan of Action that trade is a key element in achieving world food security;

Reaffirming the fundamental importance of national production and distribution of food, sustainable agriculture and rural development, fisheries and forestry, in achieving food security;

Reiterating our deep concern at the debt burden on developing countries in particular the heavily indebted poor countries, and at its negative impact on resources for food security, in spite of progress in implementing the Heavily Indebted Poor Countries (HIPC) initiative;

Recognizing that international economic and financial crises have shown dramatically the vulnerability of developing countries;

Noting with concern the acute threat of the HIV/AIDS pandemic, and the incidence of malaria, tuberculosis and other diseases, in particular those caused by water contamination in developing countries, and their devastating impact on food security;

Reaffirming our commitment to the Monterrey Consensus, which referenced the need to develop effective partnerships between developed and developing countries, based on the recognition of national leadership and ownership of development plans that embody poverty reduction strategies, and recognizing the value of exploring innovative sources of finance provided that those sources do not unduly burden developing countries, as important steps towards achieving sustainable food security;

Recognizing the importance of the International Treaty on Plant Genetic Resources for Food and Agriculture in support of food security objectives;

Noting the outcomes of the world conferences, including the International Conference on Financing for Development, the United Nations General Assembly (UNGA) Special Sessions on HIV/AIDS in 2001 and on Children in 2002 and the 4th Ministerial Conference of the World Trade Organization (WTO) at Doha, and highlighting the forthcoming World Summit on Sustainable Development of 2002.

Political will

1. We renew our global commitments made in the Rome Declaration at the World Food Summit in 1996 in particular to halve the number of hungry in the world no later than 2015, as reaffirmed in the United Nations Millennium Declaration. We resolve to accelerate the implementation of the WFS Plan of Action.

2. We call on all parties (governments, international organizations, civil society organizations and the private sector) to reinforce their efforts so as to act as an international alliance against hunger to achieve the WFS targets no later than 2015. With this aim, parties should promote coordinated action. Bearing in mind the contribution of all parties, countries should continue to report on progress to the Committee on World Food Security (CFS), within its mandate as a focal point for the implementation of the WFS Plan of Action.
3. We recognize that progress had not been adequate to reach the WFS target. Recognizing that responsibility for assuring national food security rests with national governments in cooperation with civil society and the private sector and with the support of the international community, we resolve to accelerate implementation of action to halve hunger by no later than 2015. This requires a rate of hunger reduction of more than 22 million per year on average.
4. We stress that poverty reduction and food security strategies should, inter alia, include measures to increase agricultural productivity, food production and distribution. We agree to promote equal access for men and women to food, water, land, credit and technology which will also help in generating income and creating employment opportunities for the poor, thus contributing to reduction of poverty and hunger.
5. We reaffirm the importance of strengthening the respect of all human rights and fundamental freedoms including the right to development, democracy, the rule of law, good governance, sound economic policies, the equality of rights for all without distinction as to sex, race, language, religion, the resolution of conflicts in accordance with the UN Charter and respect for international humanitarian law, and international cooperation so as to solve economic, social, cultural and humanitarian problems, which are essential for achieving food security.
6. We call upon the concerned development partners to exert all necessary efforts to achieve the international development goals of the Millennium Declaration, particularly, those related to halving poverty and hunger by 2015, to improve and strengthen the indicators necessary for measuring progress and to monitor progress within their mandate; and to renew and strengthen the commitment to national and international systems in place to assess food security. We reaffirm the role of FAO, with World Health Organization (WHO) and UNICEF in monitoring progress towards the Millennium Development Goal on hunger and the importance of the Inter-Agency Working Group on FIVIMS (Food Insecurity and Vulnerability Information and Mapping Systems) in strengthening national and international monitoring of food security.
7. The vast majority of the hungry and those living in absolute poverty are in rural areas. We recognize that reaching the goal of halving the number of hungry requires that the most food insecure and impoverished countries promote the alleviation of rural poverty especially through sustained growth of agricultural production, particularly in sub-Saharan Africa.
8. We reconfirm that FAO has a major role to play in assisting countries to implement the provisions of the WFS Plan of Action within its mandate, keeping in mind that the WFS entrusted the Committee on World Food Security to monitor progress.
9. We believe that broad international partnerships are of utmost importance for the implementation of the WFS Plan of Action. We call on governments, the international organizations and financial institutions to utilize their resources effectively, to improve their performance and strengthen cooperation and to undertake joint efforts to combat hunger, and reinforce the key role of sustainable agriculture and rural development in food security.
10. We invite the FAO Council to establish at its One Hundred and Twenty-third Session an Intergovernmental Working Group, with the participation of stakeholders, in the context of the WFS follow-up, to elaborate, in a period of two years, a set of voluntary guidelines to support Member States' efforts to achieve the progressive realisation of the right to adequate food in the context of national food security; we ask the FAO, in close collaboration with relevant treaty bodies, agencies and programmes of the UN System, to assist the Intergovernmental Working Group, which shall report on its work to the Committee on World Food Security.
11. We specifically urge governments to review their ongoing national food security policies with a view to filling gaps, identifying new initiatives, removing implementation obstacles and streamlining inter-ministerial and inter-departmental policy initiatives.

12. We reaffirm the Monterrey Consensus and we urge all members of the WTO to implement the outcome of the Doha Conference, especially the commitments regarding the reform of the international agricultural trading system, with particular reference to paragraphs 13 and 14, given that international agricultural trade has a role to play, consistent with Commitment 4 of the WFS Plan of Action, in promoting economic development, alleviating poverty and achieving the objectives of the World Food Summit, in particular in developing countries.

Challenges

13. We reaffirm the need to assure gender equality and to support empowerment of women. We recognize and value the continuing and vital role of women in agriculture, nutrition and food security and the need to integrate a gender perspective in all aspects of food security; and we recognize the need to adopt measures to ensure that the work of rural women is recognized and valued in order to enhance their economic security, and their access to and control over resources and credit schemes, services and benefits.

14. We emphasize the need for nutritionally adequate and safe food and highlight the need for attention to nutritional issues as an integral part of addressing food security. The recent UNGA Special Session on Children addressed the need for investments in basic economic and social infrastructure and social services, as well as social protection for vulnerable and disadvantaged groups. Attention should be given to improving the quality of diet; access to potable water, health care, and education; and sanitation. We recognize the importance of interventions to tackle micro-nutrient deficiencies which are cost-effective and locally acceptable.

15. We reaffirm our pledge to the fight against world-wide conditions that pose severe health threats, and especially the spread of HIV/AIDS, which can have a uniquely devastating impact on all sectors and levels of society and consequently on food security. This requires new approaches, technologies and crops for labour-deficient HIV/AIDS-affected farming households. In this regard, we welcome the establishment of the Global Fund to Fight AIDS, Tuberculosis and Malaria, which constitutes an important step forward for concerted action at country level, as well as for the mobilization of new and additional resources aimed at the prevention and treatment of these diseases.

16. We reaffirm the important role of Codex Alimentarius, the International Plant Protection Convention (IPPC) and the Office International des Epizooties (OIE) to provide effective, science-based, internationally-accepted standards of food safety, plant and animal health, as well as to facilitate international food and agricultural trade in their role as the WTO Agreement on Sanitary and Phytosanitary Measures (SPS)-recognized standard-setting bodies.

17. We pledge to continue to support efforts to strengthen developing countries' capacity with respect to the management of food safety and plant and animal health.

18. We should strengthen national and international action to prepare for contingencies and emergencies, and to improve the effectiveness of emergency actions both through food and non-food based intervention. These actions must be integrated into sustainable development efforts with all stakeholders involved to achieve sustainable food security. We underscore the importance of developing the scope and coverage of social protection mechanisms, in particular of safety nets for vulnerable and food insecure households. We are committed to ensuring, through economic development, the use of early warning systems, and emergency assistance, that famine will never again be seen.

19. We recognize the merit of school feeding as a social development programme. It should be based on local or regional purchase where possible, and managed in a way to respect local consumption habits. In this regard, we encourage the development of the World Food Programme's (WFP's) school feeding programmes, among others, when implemented in accordance with national priorities and educational programmes.

20. We resolve to contribute to the outcome of the World Summit on Sustainable Development, recognizing the important role of the three Rome-based organizations, FAO, WFP and the International Fund for Agricultural Development (IFAD), and to strengthen coordination and cooperation among national and international organizations, in order to make efficient use of resources, particularly in the areas of technical and financial

cooperation, sustainable management of natural resources, fighting transboundary animal and plant diseases and securing food safety.

21. We stress the need to further promote sustainable forest and fisheries management, including sustainable use and conservation of aquatic living resources, in view of the contribution of those sectors to food security and poverty eradication.

22. We stress the importance of supporting alternative development activities that enable people engaged in illicit crop cultivation to reach sustainable food security and live in dignity.

23. Recognizing the extent of poverty in the mountain zones, we emphasize the vital role of mountain zones and their potential for sustainable agriculture and rural development in order to achieve food security. We stress the need to build partnerships between developing and developed countries in this regard.

24. We pledge to work in the spirit of cooperation and solidarity to strengthen FAO activities, within its mandate, that enable the developing countries and countries with economies in transition to meet food safety issues, to make better use of the benefits of research and technologies and to respond effectively to the challenges and opportunities of globalization, in particular with respect to agriculture and food security. We also pledge to assist those countries, particularly their food producers, to make informed choices about, and to have access to, the necessary scientific and technical knowledge related to these new technologies targeted at poverty and hunger reduction.

25. We call on the FAO, in conjunction with the CGIAR and other international research institutes, to advance agricultural research and research into new technologies, including biotechnology. The introduction of tried and tested new technologies including biotechnology should be accomplished in a safe manner and adapted to local conditions to help improve agricultural productivity in developing countries. We are committed to study, share and facilitate the responsible use of biotechnology in addressing development needs.

26. We recognize that the developing countries and countries in economic transition are facing difficulties in responding to the challenges and opportunities of globalization, in particular with respect to agriculture and food security, and we therefore agree in a spirit of cooperation and solidarity to consolidate FAO activities, in support of these countries to enable them to cope with the challenges and reap the benefits of globalization.

Resources

27. We call on all Member States, intergovernmental and non-governmental organizations, the private sector and all other partners in development to consider voluntary contributions to the FAO Trust Fund for Food Security and Food Safety and other voluntary instruments. The Trust Fund should serve as a catalyst for accelerating food production and improving food access in LDCs, LIFDCs and Small Island Developing States, and for the prevention, control and eradication of transboundary pests and plant and animal diseases, and the preparation of investment projects, and South-South cooperation, in the aforementioned areas.

28. We stress the inherent linkage between rapid progress towards the targets of the World Food Summit Plan of Action, as reaffirmed by the United Nations Millennium Declaration, and the size, direction and efficient use of investment in food security, agriculture, rural development, food production, processing and distribution. As we agreed in the Monterrey Consensus, mobilizing domestic and international resources to reach those objectives, is contingent on several factors, inter alia: (i) an enabling environment for savings and investment in rural areas within the framework of a sound national macroeconomic system, (ii) a broad-based national poverty reduction strategy aiming at improving access to food including through increasing food production and distribution, (iii) promoting opportunities for internal and external private investment, (iv) trade, (v) adequate attention in the national budget towards social-economic development, (vi) complementing national efforts with ODA in critical areas of social infrastructure and human development and (vii) transparent and effective management of public resources.

29. We urge developed countries that have not done so to make concrete efforts towards the target of 0.7% of Gross National Product (GNP) as ODA to developing countries, and 0.15% to 0.20% of GNP of developed countries to least developed countries, as reconfirmed at the Third United Nations Conference on Least

Developed Countries, and we encourage developing countries to build on progress achieved in ensuring that ODA is used effectively to help achieve development goals and targets. We acknowledge the efforts of all donors, commend those donors whose ODA contributions exceed, reach or are increasing towards the targets, and underline the importance of undertaking to examine the means and timeframes for achieving the targets and goals.

30. We welcome the adoption of the New Partnership for Africa's Development (NEPAD), and the inclusion of agriculture and food security as a component of this initiative. We invite the international community to respond to this initiative by financing programmes or projects, in the most appropriate manner, that reflect NEPAD principles and commitments.

31. We will encourage the international community to continue to provide technical and financial assistance to the countries with economies in transition with a view to fostering their food security.

32. With a view to reversing the overall decline of agriculture and rural development in the national budgets of developing countries, in ODA and in total lending in international financial institutions, we call for an adequate share for those sectors of bilateral and multilateral ODA, lending by IFIs and budgetary allocations of developing countries, within the framework of the Monterrey Consensus.

33. We reaffirm that the enhanced Heavily Indebted Poor Countries (HIPC) Initiative provides an opportunity to strengthen the economic prospects and poverty reduction efforts of its beneficiary countries, thereby increasing food security. Speedy, effective and full implementation of the enhanced Initiative, which should be fully financed through additional resources, is critical. Heavily indebted poor countries should take the policy measures necessary to become eligible for the initiative.

34. We also reaffirm the Monterrey consensus to encourage exploring innovative mechanisms to address debt problems of developing countries, including middle-income countries and countries with economies in transition.

35. We call on all countries that have not yet done so, to consider signing and ratifying the International Treaty on Plant Genetic Resources for Food and Agriculture in order that it shall enter into force as soon as possible.

Conclusions

The national reports show that countries have policies and programmes in place to implement the World Food Summit Plan of Action. However, the specific impact of each policy in regards to improving food security and reducing the number of the undernourished is seldom articulated in quantitative terms, making an analysis of progress difficult.

Only a limited number of countries have succeeded in reducing the number of undernourished. In a large number of countries the number of the undernourished has actually been growing. In their reports, many countries indicate a number of specific problems that affect their capacity to improve food security and reduce the number of people undernourished within the context of the World Food Summit Plan of Action.

Note: Explanatory notes on operative paragraphs 10 and 25 were communicated by Norway and a reservation to operative paragraph 10 was made by the United States of America. The full texts are recorded in the *Report of the World Food Summit: five years later*.

